

INTERNATIONAL LABOUR ORGANIZATION (ILO)
International Programme on the Elimination of Child Labour (IPEC)
Multi-bilateral Programme of Technical Cooperation

25 September 2002

Government of the United States of America
Government of the Republic of the Philippines

Project Title:	Supporting the Time-Bound Program on the Elimination of the Worst Forms of Child Labor in the Republic of the Philippines
USDOL Appropriation No.:	02-K100-RWBR-4143-AJ602-000 US fiscal year 2002
Cooperative Agreement No.:	E-9-K-2-0001
ILO Project Number:	PHI/02/P50/USA
Geographical Coverage:	Republic of the Philippines National level and selected provinces in Regions III (Bulacan), V (Camarines Norte), VI (Iloilo and Negros Occidental), VII (Negros Oriental and Cebu), XI (Davao) and Metro Manila
Project Language(s):	English
Starting Date:	September 30, 2002
Completion Date:	December 31, 2006
Duration:	51 months (including 3 months for project start-up)
Executing Agency:	ILO/IPEC
Partner Agencies:	Governmental, employers', workers' and non-governmental and community-based organizations
USDOL Donor Contribution:	US \$ \$5,199,198
Other contributions:	National contributions mainly "in kind"

Executive Summary

During the past decade, and with the country's ratification of ILO Convention No. 182 (1999) in November 2000, the goal of eliminating the worst forms of child labor has become a priority item on the national development agenda in the Philippines. As a result of 12 months of preparatory work, the Philippine Time-Bound Program was launched last 28 June 2002. In support of the Time-Bound Program, which forms a major component of the National Program Against Child Labor, the National Child Labor Committee has made a commitment to work towards a 75 per cent reduction of the worst forms of child labor by 2015.

Given the extensive research on the problem and the past contribution of ILO-IPEC and its partners, the causes and consequences of the worst forms of child labor are well understood. The Government of the Philippines has addressed the problem by integrating child labor as a priority concern in the Medium-Term Philippine Development Plan (2001-2004) and through the new National Program Against Child Labor that has been designed as an overall framework for action against child labor.

The USDOL-funded ILO-IPEC Project (or the *Project*) will be implemented in support of the National Program Against Child Labor (NPACL), particularly to realize the goal of reducing the worst forms of child labor by 75 per cent by 2015 (Figure 1 below):

- On the one hand, the Project will focus on strengthening the NPACL, in particular in the areas of leveraging resources and establishing linkages with other national policy and program frameworks.
- On the other hand, the Project has been designed to significantly reduce the incidence of the six priority worst forms of child labor that have been identified by the National Child Labor Committee (NCLC) and other stakeholders.

The six target groups of the Project are i) child labor in sugarcane plantations, ii) mining and quarrying, iii) pyrotechnics, iv) deep-sea fishing, v) domestic work, and vi) child prostitution. The Project will be implemented in 6 regions of the Philippines, covering a total of 8 provinces, namely Bulacan, Metro Manila, Camarines Norte, Iloilo, Negros Occidental, Negros Oriental, Cebu and Davao.

The Project is composed of two main strategic components: (1) strengthening the enabling environment for the elimination of the worst forms of child labor at the macro level and (2) reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families at the meso and micro levels.

To strengthen the enabling environment, the Project will sponsor new research and policy discussions to improve the knowledge base and capacity of relevant institutions. The issue of child labor will be mainstreamed into macroeconomic policies such that poverty, employment, labor and social policies and programs will benefit the poorest of the poor. The Project will aim to develop education and training policies that will respond to the special needs of working children and those at risk. It will promote new legislation against child labor and strengthen national capacity for its enforcement. Moreover, it will aim for increased public awareness and social mobilization against the worst forms of child labor.

Direct action at the meso and micro levels will be focused on strengthening local capacity to monitor and manage action against the worst forms of child labor. The Project will also emphasize local advocacy and social mobilization at the meso level. It will provide for social safety nets and economic opportunities for the benefit of poor families and communities vulnerable to the worst forms of child labor. To ensure that children withdrawn from work will not go back to work, the Project will provide relevant and quality educational alternatives to them, building on the existing work of ILO-IPEC and its partners in the Philippines.

An estimated 22,000 children in the worst forms of child labor will be withdrawn from their place of work or exposure to hazardous conditions. ILO-IPEC and its partners will in turn provide support to those children, as well as meaningful alternatives, ranging from counseling, health care, education, and services for healing/rehabilitation and reintegration with their families. Another 22,500 children at risk will be prevented from entering into work. They will receive a variety of services and activities such as awareness-raising activities against child labor and additional educational support to help prevent them from prematurely entering the labor market. The children at risk include younger siblings as well as girl children.

The Project will be implemented in tandem with the planned US Department of Labor-funded Education Initiative*. It will work closely with partners from government, workers' and employers' organizations, international and bilateral donors, NGOs, the media and other civil society organizations. The Project will run for 48 months, and the budget totals US\$ 5.199 million.

Figure 1: Towards a Strategic Program Impact Framework (SPIF)

Policy and program frameworks in place in the Philippines for the elimination of the worst forms of child labor		Corresponding levels within a new SPIF framework	
The 2015 Millenium Development Goals, the goal established by the National Child Labor Committee to reduce the worst forms of child labor by 75 per cent by 2015 and the Medium-Term Philippine Development Plan (2001-2004)		SPIF Country Framework	
The National Program Against Child Labor (2001-2004) is an overall time-bound framework for action, which has been adopted by the country in pursuing its goal of eliminating child labor, particularly its worst forms. It serves as a blueprint for establishing priorities, for allocating resources and for guiding local, national and international efforts to eliminate the most inhuman and intolerable forms of child labor		SPIF Area of Impact Framework	
The Project will be the first and most significant contribution towards the elimination of the worst forms of child labor. It will be implemented in tandem with the US Department of Labor-funded Education Initiative, but has also been designed to leverage resources and to link up with new and existing national as well as international programs for the benefit of the children of the Philippines		SPIF Program Framework	

* U.S. Deputy Under Secretary of Labor Thomas B. Moorhead led the signing of a Letter of Intent between the USDOL, Philippine Department of Labor and Employment and the Department of Education, which highlighted the launching of the Philippine Time-Bound Program on 28 June 2002. The Letter represented the intention of the USDOL to commit a total of \$10 million for a Time Bound Program with two major components: reducing the number of children in the worst forms of child labor and providing education opportunities for child laborers and children at risk.

Acronyms

ACCP	-	American Chamber of Commerce of the Philippines
ACT	-	Alliance of Concerned Teachers
ADB	-	Asian Development Bank
ALS	-	Alternative Learning System
BCPC	-	Barangay Council for the Protection of Children
BEE	-	Bureau of Elementary Education
BLES	-	Bureau of Labor and Employment Statistics
BNFE	-	Bureau of Non-Formal Education
BWC	-	Bureau of Working Conditions
BWYW	-	Bureau of Women and Young Workers
CBA	-	Collective Bargaining Agreement
CHED	-	Commission on Higher Education
CIDS	-	Comprehensive and Integrated Delivery of Social Services
CRC	-	Convention on the Rights of the Child
CTA	-	Chief Technical Adviser
CWC	-	Council for the Welfare of Children
DA	-	Department of Agriculture
DAP	-	Development Academy of the Philippines
DENR	-	Department of Environment and Natural Resources
DepEd	-	Department of Education
DILG	-	Department of Interior and Local Government
DOH	-	Department of Health
DOJ	-	Department of Justice
DOLE	-	Department of Labor and Employment
DSWD	-	Department of Social Welfare and Development
ECOP	-	Employers' Confederation of the Philippines
EFA	-	Education for All
ERDA	-	Educational Research and Development Assistance Foundation
FELP	-	Functional Education and Literacy Program
FFW	-	Federation of Free Workers
GBAP	-	Garments Buyers Association of the Philippines
GDP	-	Gross Domestic Product
ILO	-	International Labour Organization
ILS	-	Institute for Labor Studies
IPEC	-	International Programme on the Elimination of Child Labour
ITGLFW	-	International Textile Garments and Leather Federation Workers
KALAHI	-	<i>Kapit-Bisig Laban sa Kahirapan</i> ("Linking Arms Against Poverty", a National Anti-Poverty Program)
LACC	-	Labor Advisory Consultative Council
LGU	-	Local Government Unit
MBN	-	Minimum Basic Needs
MDG	-	Millennium Development Goals
MDT	-	Multidisciplinary Team

MTPDP	-	Medium-Term Philippine Development Plan
NATOW	-	National Alliance of Teachers and Office Workers
NBI	-	National Bureau of Investigation
NCLC	-	National Child Labor Committee
NCSD	-	National Council of Social Development
NCR	-	National Capital Region
NEDA	-	National Economic and Development Authority
NGO	-	Non-Governmental Organization
NPACL	-	National Program Against Child Labor
NTO	-	National Teachers Organization
NSO	-	National Statistics Office
NUWHRAIN	-	National Union of Workers in Hotel, Restaurant and Allied Industries
OHCHR	-	Office of the United Nations High Commissioner for Human Rights
OSH	-	Occupational Safety and Health
PDO	-	Planning and Development Offices
PEA	-	Philippine Exporters Association
PEPT	-	Philippine Educational Placement Test
PFZ	-	Poverty-Free Zone
PHDR	-	Philippine Human Development Report
PHP	-	Philippine Peso
PHRC	-	Philippine Human Rights Commission
PIA	-	Philippine Information Agency
PNP	-	Philippine National Police
PPSTA	-	Philippine Public School Teachers Association
PTBP	-	Philippine Time-Bound Program
RCLC	-	Regional Child Labor Committee
RDC	-	Regional Development Council
RDP	-	Regional Development Plan
SBM- QAT	-	<i>Sagip Batang Manggagawa</i> (Save the Child Laborer) -Quick Action Team
SEAPAT	-	South-East Asia and the Pacific Multidisciplinary Advisory Team
SOC	-	Survey on Children
SPIF	-	Strategic Program Impact Framework
STD	-	Sexually Transmitted Disease
TBP	-	Time-Bound Program
TESDA	-	Technical Education and Skills Development Authority
TUCP	-	Trade Union Congress of the Philippines
TWG	-	Technical Working Group
UNDAF	-	UN Development Assistance Framework
UNDP	-	United Nations Development Programme
UNEP	-	United Nations Environment Programme
UNESCO	-	United Nations Educational, Scientific and Cultural Organization
UNICEF	-	United Nations Children's Fund
USDOL	-	United States Department of Labor
VF	-	Visayan Forum Foundation
WAACL	-	Workers Alliance Against Child Labor
WFCL	-	Worst Forms of Child Labor

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Chapter 1 Background and Justification

1.1 Child labor in the Philippines

To most people, the sight of children toiling long hours under inhumane or dangerous working conditions in order to survive is deplorable. Children have weak bargaining power, are vulnerable to abuse and exploitation and, therefore, require special protection from work that is detrimental to their well being.

The concern over child labor, however, transcends moral and humanitarian considerations. From a purely economic perspective, work that hinders the education of children or causes irreversible physical or psychological damage inhibits the development of a country's human resources, reduces the lifetime earnings of individuals, and lowers the level of labor productivity.

The vicious cycle of poverty, low education levels and child labor has been documented in a recent ILO–Asian Development Bank study on the costs of not implementing core labor standards, and the ILO-SIMPOC Cost-Benefit Analysis on the elimination of child labor further underscores the significant economic benefits to be harvested. Both studies clearly highlight how the elimination of the worst forms of child labor should also be seen as an essential element of the effort to alleviate poverty and to protect a nation's most valuable resource, the productive potentials of its children.

1.1.1 Overall magnitude and nature of child labor

A comprehensive picture of the child labor situation in the Philippines can be sketched using the wealth of information contained in the *National Survey on Children (NSC)* administered first in 1994-95 and followed in 2000-2001¹. According to the most recent survey, there were about 4 million economically active children aged 5 to 17 years in 2001, which constitutes 16.2 percent of the total population of children in the same age group (Table 1). Out of the 4 million child workers, about 60 percent or 2.4 million were exposed to hazardous working environments.

The 2001 survey captured a slightly higher incidence or proportion of child laborers relative to the 16 percent or 3.6 million reported in the 1995 survey. Nevertheless, it represents a 12 percent increase in the absolute number of child workers over the six-year period. As it will be shown below, sluggish economic growth and the Asian economic crisis as well as the rapid population expansion, a significant rise in both the absolute number and proportion of people living in poverty and the inadequate access of poor families to social services and education may account for the deteriorating child labor situation in the country.

¹ These surveys, both funded by USDOL, were undertaken by the National Statistics Office (NSO) in close collaboration with the Bureau of Labor and Employment Statistics (BLES) of the Department of Labor and Employment (DOLE) as a component of the ILO-IPEC. Both surveys define child labor as paid or unpaid work by children for the production of goods or services destined for the market. The definition effectively excludes household chores and any other work involving the production of goods or services directly consumed by the household.

Child labor continues to be an overwhelmingly rural phenomenon with seven out of every ten working children aged 5 to 17 years old residing in the rural areas in 2001. This represents an increase in the number and proportion of child workers in rural areas compared to 1995, and is a clear indication of the source of the overall increase in the incidence of child labor.

TABLE 1: Child Labor Trends in the Philippines (1994-1995, 2000-2001)

An overview of child labor	1994-1995	2000-2001
Total Number of Children 5-17 years old	22,382,000	24,851,000
Number of Working Children 5-17 years old	3,577,000	4,018,000
Proportion of Working to Total	16.0%	16.2%
Distribution of Working Children by Location		
Rural	67.1%	70.00%
Urban	32.9%	30.00%
Distribution of Working Children by Gender		
Male	65.4%	63.4%
Female	34.6%	36.6%
Distribution of Working Children by Age		
5-9	6.0%	6.1%
10-14	44.7%	48.1%
15-17	49.3%	45.8%

Source: NSO, Survey on Children 1994-1995 and Survey on Working Children 2000-2001

Boys, who comprise 63.4 percent of the total number of child workers in 2001, continue to outnumber girls in the child labor market. Nevertheless, the proportion of female child workers increased from 34.6 percent in 1995 to 36.6 percent in 2001. The preponderance of males can be attributed to the preference rural households have for allocating farm work to male children, who are perceived to be physically stronger. Female children, on the other hand, are usually assigned to household chores, including the care of younger siblings and other activities that are not adequately captured in the national surveys².

The very young age at which children start to work is particularly disturbing, and the surveys reveal an alarming increase in the proportion of younger children that work. Younger children are almost completely helpless in the face of maltreatment and other forms of abuse, and are also more vulnerable to workplace hazards. Over 50 percent of the total number of working children is 5 to 14 years of age and the median age is just 10 years, i.e., 50 percent of the working children are aged 10 years and below.

An analysis across industries of the child labor market shows how more than 50 percent of the working children were engaged in agriculture, hunting and forestry, and that a significant number (207,000 or 5.2 percent) were engaged in fishing. Around 18 percent of the children that work were engaged in trade-related activities and a good number of them (230,000 or 5.7 percent) worked in private households (primarily as domestic workers) or in manufacturing enterprises (186,000 or 4.6 percent). A significantly large number of children were working in

² Both the 1995 and 2001 survey data reveal, however, how female child workers outnumber males in the highly urbanized National Capital Region (NCR). This indicates how the perceived advantages that males have in farm work are considerably reduced in an urban setting where females can readily find employment in retail trade, domestic work, the informal service sector, and even in illicit activities such as prostitution.

mining, quarrying, and construction work, despite the extremely hazardous nature of employment in these sectors. Around 2.4 million or 59 percent of the total number of working children worked without pay.

Recreation and leisure are important for the total development of children. Nevertheless, many children (around 1.5 million or over 37 percent) worked as long as 5 to 8 hours a day. Around 9 percent, or 348,000 children, worked more than 8 hours a day and about a fourth of all working children toiled in the evening or during nighttime. While the statistics show that males work longer hours and more days than females, this would probably not be the case if the household chores carried out by girls and young women had been adequately captured in the survey on working children.

1.1.2 Education and child labor

At a glance, the achievements of the Philippine education sector appear impressive. The country's gross enrolment rates at 95, 60, and 27 percent for elementary, high school, and tertiary levels, respectively, are high by international standards and in comparison to the rates attained by some of the more developed economies. The fact that this has not translated into higher productivity and incomes for many Filipinos is indicative of the relatively poor quality of Philippine education and its doubtful relevance to the actual and potential requirements of industry.

More important, educational opportunities are unequally distributed with most of the poor, especially in the rural areas, unable to acquire education beyond the elementary level. Two-thirds or 63 percent of poor people of working age failed to reach high school, less than five percent succeeded in entering college, and less than 1 percent earned a college degree. In contrast, almost 50 percent of the non-poor reached high school while 27 percent entered college.

The status of the Philippine education system is the outcome of a number of factors. For one, as a proportion of GDP, the Philippine spends less on public education (a little over 1 percent of GDP) than many of its Asian neighbors, who spend as much as 3 to 5 percent of GDP on education. Second, the government has established too many state colleges and universities; more than one in every province. Third, government support for the education of poor children is coursed indirectly through the public school system rather than through targeted subsidies. This means that families that can afford to shoulder the cost of education are effectively subsidized, thus dissipating limited government resources that could have been freed to improve the quality of education and to support truly poor students.

Although most of the country's 4 million child workers combine work with schooling, their work often interferes with educational performance. According to the 2001 survey on working children, 34 percent or one out of three working children had stopped studying or had dropped out of school. Moreover, 22 percent of the working children that still managed to attend school reported that their work seriously interfered with school performance, resulting in high levels of absenteeism, tardiness, and the low grades they got.

In addition to the demands of working at a very young age, 48 percent of the working children complained about the high cost of school supplies, books, and transportation, while 40 percent reported that the school was too far from their homes. Similarly, 35 percent of those children that effectively dropped out of school said they stopped schooling because they could no longer afford it or because the school was located too far away.

In a recent analysis commissioned by ILO-IPEC, Esguerra (2002) further points out how the worst forms of child labor in particular have a much higher impact on the educational performance of children. After working all night, for instance, children engaged in *kubkub* fishing are simply too exhausted to go to school. Physical exhaustion and 10-hour workdays are also the main reasons why children in the mining industry do not attend school. In sugarcane production and harvesting, children have to stay absent from school for long periods during the peak season. Because of the long and irregular hours of work, children in domestic work as well as in prostitution can hardly combine work with schooling at all.

1.1.3 Hazards at work

The 2001 survey on working children reveals that of the total number of working children aged 5 to 17 years old, about 60 percent or 2.4 million were exposed to various work hazards. Sectors considered most dangerous in terms of physical hazards are mining and quarrying, with 92 percent of children working in these sectors perceiving it as such, and construction, with 77 percent of working children reporting exposure to hazards at work. Farm work and fishing is also considered physically dangerous by and for most children in these sectors.

Working children are generally more susceptible than adults to workplace hazards that endanger their health or their physical and psychological development. For one, their small size and immature metabolic processes make them less capable of neutralizing dangerous chemicals, fumes, and other pollutants. It is an unfortunate fact that during the period 2000-2001 about 942,000 working children (or 23.4 percent of the total number of working children) suffered from work-related injuries.







Moreover, because of their youth, and depending on their sex, working children are also or are perceived to be defenseless and therefore more vulnerable to exploitation, maltreatment and other forms of abuse. This is compounded by the fact that many are found working in the informal sector where they are beyond the protective reach of labor legislation, inspection, and enforcement.

1.1.4 The worst forms of child labor

Any work performed by a child that is detrimental to its physical, social, and psychological development should, in principle, be discouraged or totally eliminated. The exigencies of time and limited resources dictate, however, that efforts should be focused particularly on the worst forms of child labor.

In the Philippines, a consensus has emerged from the various consultations leading to the Time-Bound Program that plantation agriculture, domestic service, mining and quarrying, pyrotechnics

production, deep-sea fishing, and prostitution harbor the most intolerable forms of child labor and therefore deserve priority attention. These sectors were confirmed by the National Child Labor Committee as priority target groups under the National Program Against Child Labor, and they were identified as the priority worst forms of child labor in the public launching of the Philippine Time-Bound Program on 28 June 2002. The severity of the risks, abuse and exploitation of children in these selected worst forms of child have been compiled in Table 2.

Table 2: Severity Assessment of the Six Selected Worst Forms of Child Labor	 Children in prostitution	 Mining & Quarrying	 Pyrotechnics	 Deep Sea Fishing	 Sugar Cane Plantations	 Child Domestics
Sex most affected	F	M	F - M	M	M	F
High proportion <14 years	NI					
Living away from home						
Working long hours						
Work at night						
No control over income			NI			NI
Low or no pay						
Restricted mobility			NI			
Injuries and health hazards						
Physical abuse						
Sexual abuse						
Psychological abuse						
Incidence of trafficking						
Not attending school						
Risk of death (incl. HIV/AIDS)						

NI = No Information	4 <i>most severe</i>	3 <i>outspoken</i>	2 <i>prevalent</i>	1 <i>insignificant</i>
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In the absence of reliable and verifiable data, it is estimated that there are 155,000 children who work in the worst forms of child labor in the six priority sectors of the National Program Against Child Labor and the Project (see Table 8 in Chapter 3). Given their often-clandestine nature, it is difficult to draw a comprehensive and accurate picture of the conditions and the nature of child labor in these priority sectors. Nevertheless, the cursory rapid assessments that have recently been commissioned by the ILO-IPEC provide a fairly good profile (Table 3 below).

1.2 Underlying causes of child labor

To be effective, any program to eliminate the worst forms of child labor must be based on a good knowledge of the proximate and underlying causes of child labor. Following the framework suggested by Lim (2001) in a joint ILO–Asian Development Bank research project, the analysis of the determinants of child labor will be carried out at three levels: (i) the micro level, (ii) the meso level and (iii) the macro level.

1.2.1 Micro level determinants

Poverty is the most prominent and often-quoted factor among a multitude of supply-side determinants at the micro level. Poor households depend heavily on children's income when the resources and opportunities available to them are not sufficient to allow them to meet subsistence needs. Intense poverty reduces the time horizon of households to the short-term, and for a family whose immediate concern is survival the future benefits from its children's education are of little value.

Studies commissioned by the ILO-IPEC in the Philippines provide empirical support to this observation. Villamil (2002) finds a strong inverse effect of family income and parental education on child labor, which is indicative of a vicious cycle of low education levels leading to poverty and child labor, and the latter leading to low education levels and poverty once again. Among households in the lowest income bracket (earning less than PHP2,000/US\$40) per month in 1995), the incidence of child labor was 15 percent, and from that income bracket onwards the incidence of child labor consistently decreases, declining to only 6 percent for those earning PHP10,000/US\$200 and above.

Abject poverty apart, the children of the Philippines also work so that poor and rural households can diversify their portfolio of income sources, as a kind of insurance against fluctuations in adult income or unforeseen losses in income that may threaten the survival of the household. A study of rice farming households in Region V (Bicol) by Villamil (1998) clearly shows that households that depended on rain-fed agriculture (and whose incomes consequently varied with the weather) were more likely to send their female children to work in NCR (primarily as domestic workers) than households with access to irrigation. Esguerra (2002) also finds that spells of unemployment among adults increase the odds that children in poor household will drop out of school and start working.

In general, it can thus be argued that child labor is more prevalent among poorer households because they are unable to save and do not possess assets which would enable them to borrow and smooth out household consumption over time. But it is also true that the widespread phenomenon of child labor in the Philippines is directly linked to an unfavorable macro-economic scenario, where income levels and employment are erratic and unstable while economic and employment growth rates are relatively slow.

A larger household size further diminishes the capacity of poor families to invest in the education of their children and therefore increases the likelihood that children will engage in market work. High dependency burdens are, in turn, the consequence of high fertility rates

among the poor, who often have little information on fertility control and limited access to modern and more effective contraceptive methods.

Another strong determinant that has a direct impact on the supply-side of child labor is the high costs of school materials, transportation and travel time that may discourage families from enrolling children even though tuition in public schools is free. The 2001 survey on working children clearly indicates that this is indeed the case (See section 1.1.2 above)

Case studies by Porio *et. al.* (2002) reveal that educational expenses for a household with 5 or 6 children in school can account for over 20 percent of the household's total expenditures over a period of one year. The shortcomings of the education system, however, are also manifested in deteriorating educational quality as suggested by the Philippines' close to the bottom scores in international math and science tests and the relatively low returns to primary and secondary education.

Finally, the value system and personality of parents are also important factors affecting the supply of child labor. Ignorance and/or distorted values may lead to decisions that are not always in the best interests of children. At the extreme, the children that escape from dysfunctional households and abusive parents are forced to fend for themselves and are likely to end up in the worst forms of child labor in order to survive. A case in point is the findings of a survey by UNICEF on female child prostitutes in the Philippines. "Strained family relationship" was a frequent, albeit all-encompassing, response to questions about their reasons for leaving home and engaging in the sex trade.

On the demand side, firms may be constrained to invest in new technologies by the low supply of skilled workers or workers who are at least trainable, which is again attributable to the low quality of education and training provided in schools. The preference for backward technologies and child labor may also reflect failures in credit markets. Small entrepreneurs frequently find it difficult or too costly to source funds for the purchase of modern skill-intensive technologies. *Paaling* and *kubkub* fishing as well as quarrying and small-scale mining are just a few examples of how the relatively cheaper labor of children is still an alternative to more expensive machinery or investment in new equipment.

The relative importance of the informal sector also determines the demand for child labor. In particular, many children are employed in family-based enterprises where they work as unpaid laborers, and where informal, household-based activities include farming, retail trade or small-scale manufacturing undertaken directly by households or subcontracted to them by other enterprises. According to the 2001 survey on working children, 59 percent of working children worked in their own household-operated farm or small enterprise.

Children are also preferred to unskilled adults because the former are perceived to be more docile and compliant and are willing to work for lower wages. Children are in particular high demand in certain illegal activities such as drug trafficking, because they are more difficult to detect. Moreover, child offenders are also entitled to mitigated (lower) or suspended sentences (e.g. rehabilitation instead of imprisonment) under Philippine law.

The personal preferences of certain individuals also play a role, for instance with regard children in prostitution. The penchant for young females is commonly based on the mistaken notion that they have less sexual experience and are therefore less likely to be infected with sexually transmitted diseases. Such perceptions and abuse are in turn perpetuated when laws on child labor are below acceptable standards or when enforcement of existing laws is weak.

1.2.2 Macro and meso level determinants

Individuals, households, and firms also respond to the characteristics of the community in which the household or firms are situated (the meso variables) and the policies of the state (the macro variables).

Overall, the level of economic development and the existing social infrastructure affect the incidence of child labor, which is likely to be high under conditions where economic development is low, where poverty is pervasive, and where social amelioration programs are weak or non-existent. These, in turn, are strongly affected by government policies, which may inadvertently impede economic growth and the objective of reducing poverty and income disparities. Structural adjustment programs may, for instance, incorporate reductions and reallocations of government expenditure, particularly on social expenditures and education, with damaging implications on poverty alleviation and child labor.

In the year 2000 the nation consisted of over 76 million people, and the population continues to grow rapidly at 2.36 percent annually, at which rate the population is expected to double in just 29 years. On average, a female of childbearing age in the Philippines will have about four children, which is one more than the international average. The detrimental effects of a large population on child labor are obvious, as higher dependency burden makes it virtually impossible for families with meager incomes and a state operating on a limited budget to provide children with education of good quality and even the basic necessities of life.

Philippine economic growth is typified by “boom and bust” cycles, growth spurts that are inexorably followed by sharp downturns. Since its recovery from a severe recession in 1986, the country experienced two more recessions, one in 1991 and another in 1998 at the height of the Asian financial crisis. Although the country rode out the most recent global economic downturn (2001) better than other countries, Philippine economic growth, from a long-term perspective, has been extremely inadequate. Over the period 1998-2000, annual gross domestic product (GDP) growth averaged only 3.4 percent. With the population growing at 2.3 percent annually, output and income per person has been growing nominally at just a little over one percent per year.

While the share of industry, including manufacturing, to total employment has remained stagnant throughout the years, the expansion in the share of services to total employment indicates that this sector, rather than manufacturing, is absorbing most of the rural migrants and recent entrants to the labor force. Not a few commentators have touted this as evidence that the economic structure of the country is maturing ahead of time into a service-economy similar to Singapore, Hong Kong or even the United States of America (USA). The sobering reality is, however, that much of the service-sector jobs available to the country’s work force consists of informal, low

productivity and low-paying occupations that are easy to enter, such as retail trade (particularly street-hawking and vending), small transport operations (jeepney and tricycle drivers), and personal services (domestic work, laundry work, gardening, etc.).

As of the last official count conducted in the year 2000, 34 percent of households in the Philippines were living in poverty, and, by all accounts, measured poverty is on the decline. The progress in reducing poverty has nevertheless been slow, and the proportion of households earning incomes below the national poverty line has decreased by 10 percentage points only in the span of 15 years (1985 to 2000). Moreover, the economic recession, spawned by the Asian financial crisis, swelled the ranks of the poor with measured poverty increasing from 32 percent of households in 1997 to 34 percent in the year 2000. With rapid population growth, the absolute numbers of the poor is actually increasing.

Poverty in the Philippines is still largely a rural phenomenon with rural poverty accounting for about 75 percent of national poverty. The rural nature of poverty is due to relatively low productivity and incomes in agriculture and the fact that over 60 percent of the country's population depends on earnings from agriculture. It is no coincidence that child labor is most ubiquitous in the rural areas.

While poverty and unemployment may go hand in hand in most industrialized countries, the high incidence of poverty in the country cannot be attributed solely to high unemployment. Without unemployment insurance, the poor simply cannot afford to remain jobless for long periods. They must take on whatever work they can find or provide for themselves. Most of the poor are, in fact, employed. But they remain poor because they are stuck in marginal jobs where productivity and earnings are low (Philippine Human Development Report, 2002).

Programs to provide the poor with access to basic social services should not only help to alleviate poverty but will also decrease child labor. Esguerra (2002) finds that the level of overall government social expenditures in a province and expenditures in particular on basic education, health care, and low cost water supply reduces the probability that households in these provinces will send their children to work. The reason for this is pretty straightforward: access to publicly provided basic services reduces the need for poor households to make children work just to afford these necessities.

Studies further show the strong link between investments in human capital, particularly education, and differences in income. Hence, they provide a compelling account for a major source of poverty and income inequality in the country: for the bulk of the population who own little or no physical or financial wealth, their human capital is often the only asset they own. Because better education and skills raises a person's productivity and pay, one effective way for government to enable the poor to take on better paying jobs is to improve their access to quality education and skills training.

Despite the country's vaunted achievements in the education and training of its human resources, however, the sector continues to face a number of challenges. For one, there is growing concern about the deteriorating quality of public education notwithstanding the higher cost of providing it. Second, access to quality education has become increasingly difficult for the children of poor

families. Third, the changing needs of the marketplace arising from an increasingly globalized economy facing stiffer external competition have led to new concerns about the relevance of the education and training being provided.

1.3 Responses

1.3.1 National legislation

1.3.1.1 Child labor-related laws

The Philippines has a long history of legislation aimed at protecting the rights and welfare of children. The Labor Code of the Philippines, which was enacted into law in 1974, set the minimum age of employment at 15 years and prohibited the employment of persons below 18 years of age in hazardous undertakings. Presidential Decree No. 603 (*The Child and Youth Welfare Code*) allows the employment of children aged 16 years and below only if they perform light work, which is not harmful to their safety, health or normal development, and which is not prejudicial to their studies. Strict guidelines were laid down on their rates of pay, hours of work and other conditions of employment. An employment permit also has to be secured from the Department of Labor and Employment.

Following the spirit of the 1987 Constitution, national and local legislation have given priority to the protection of children from abuse and exploitation. The 1992 child protection law, Republic Act No. 7610 (*Special Protection of Children against Abuse, Exploitation and Discrimination Act*) is a landmark legislation that provides protection of children against abuse, commercial sexual exploitation, trafficking, and employment in illicit activities. Republic Act No. 7658 (Amending RA 7610) reaffirmed the minimum age of employment to 15 years, and 18 years and above for hazardous work. Republic Act 7160 (The Local Government Code of 1991) includes provisions for the proper development and welfare of children at the basic political level, the *Barangay*. It enjoins local officials to promote and support activities for the protection and total development of children, particularly those below seven years of age, and adopt measures to prevent and eradicate drug abuse, child abuse, and juvenile delinquency. In September 1995, then President Fidel V. Ramos signed Executive Order No. 275 creating a special oversight committee for the special protection of children from all forms of neglect, abuse, cruelty, exploitation, discrimination and other conditions prejudicial to their development.

To implement existing laws on the protection of children, the Department of Labor and Employment has also issued various administrative issuances. For instance, it issued Department Order No. 4 (Hazardous Work and Activities of persons below 18 years of age, Series of 1999) that reiterates the prohibitions and exceptions to employment of children below 15 years of age and 18 years in hazardous or deleterious work. It defines work and activities that are hazardous to persons below 18 years and classifies them into five categories: (1) work which exposes children to physical, psychological or sexual abuse; (2) work underground, underwater, at dangerous heights or at unguarded heights of two meters and above, or in confined places; (3) work with dangerous machinery, equipment and tools, or which involves manual handling or transport of heavy loads; (4) work in an unhealthy environment which may expose children to hazardous processes, to temperatures, noise levels or vibrations damaging to their health, to toxic, corrosive, poisonous, noxious, explosive, flammable and combustible substances or

composites, to harmful biological agents, or to other dangerous chemicals including pharmaceuticals; and (5) work under particularly difficult conditions such as work for long hours or during the night, or work where the child is unreasonably confined to the premises of the employer.

It must be noted that each of the six priority target groups of the Project fall under the above definition of hazardous work, and yet several tens of thousands of children work in these sectors nationwide.

1.3.1.2 Education laws

The 1987 Constitution of the Philippines recognizes the right of all citizens to a quality education (Art. XIV Section 1), and it stipulates that elementary education should be compulsory for all children of school age, that is, from age 6 to 11 years old (in Section 2 (2)).

Furthermore, the State is mandated to “establish and maintain a system of free public education in the elementary and high school levels” (Section 2(3)). This means that public school pupils and students are not to be charged tuition fees. Republic Act No. 6655 of 1988 is especially important in this regard. While the Education for All Philippine Plan of Action (EFA-PPA) emphasizes the need to ensure universal basic education that addresses concerns such as access, equity, quality, relevance, and sustainability, the Act establishes and provides for a system of free public secondary education.

The Education Act of 1982 governs the entire educational system, including formal and non-formal systems of education. Whereas Section 9 of the Act enumerates the rights of students and pupils, Section 12 enjoins parents to enable their children to obtain elementary education and to strive to give their children a secondary and higher education. Furthermore, Section 19 recognizes formal education as the primary learning system.

1.3.1.3 Law enforcement issues

The ILO-IPEC’s involvement in initiatives related to child labor-related laws have underscored the gaps and deficiencies with regard to the area of legislation and law enforcement:

- The capacity for detection and surveillance by the community and law enforcers remains inadequate due mainly to low levels of awareness and understanding of child labor laws
- Moreover, the low level of awareness and understanding of child labor-related laws among many law enforcers continue to be a challenge both at the national and local levels
- The existing response mechanisms of the government (labor inspectors, police, etc.) are heavily dependent on citizens’ reports, which in turn requires effective processes of reporting and referral
- Report verification and surveillance are resource intensive, and current resources are not sufficient (e.g. lack of labor inspectors)
- There are major constraints in the implementation of rescue operations, including administrative and logistical requirements of the rescues, non-cooperation of the families and the children supposedly being rescued
- Facilities and resources for proper custody and rehabilitation of child workers remain inadequate

- Documentation procedures of cases need to be improved as many cases are dismissed for lack of evidence
- Children and their families tend to sign affidavits of desistance, clearing their employers from further criminal or administrative action, whenever they attain payment of back wages and settlement of past accounts

Indeed, the Philippine experience with government-initiated rescues and withdrawal of children in hazardous occupations has shown how serious law enforcement can pose a serial challenge. Partnership and collaboration between the government, non-government agencies and host communities of the working children is essential to finding solutions, starting from the detection and reporting stage, and resulting in a successful prosecution of offenders and care for the child victims.

1.3.1.4 The Magna Carta for the working child

At present, bills on child labor are pending before Congress. Senate Bill 2155, the “*Magna Carta for the Working Child, Providing for Stronger Deterrence and Special Protection against Child Labor and Imposing Stiffer Penalties for its Violation, and for other Purposes*”, was presented before the Senate and recommended for approval in May 2002. It consolidates and replaces various Senate bills filed earlier. The proposed *Magna Carta* reiterates the rights of the working child and the state’s policy to uphold these rights. The bill sets the minimum age of employment at 15 years and prescribes that the minimum wage is to be received personally by the working child. Statutory and contractual benefits enjoyed by other employees must also be given to the working child, who should be considered an employee.

The bill further stipulates access to education and training, and provisions such as relevant and effective course designs and educational programs for working children; study, rest, and recreation time and areas; hours of work; ownership and usage of the child’s income; parental authority over the child’s wages; bond to secure the child’s income; and a trust fund to preserve part of the income. Acts such as inducement or coercion to work, and unlawful recruitment of children are prohibited. Prosecution for violations of the act and penal provisions are clearly spelled out. Miscellaneous provisions, such as the child’s health requirement, proof of age requirements, and employment records are also included. Most importantly, the bill mandates the institutionalization of the National Child Labor Committee (NCLC) to promote the enforcement of the Act and relevant provisions of the United Nations’ Convention on the Rights of the Child (UNCRC), ILO Conventions Nos. 138 (Minimum Age for Admission for Employment, 1973) and 182 (Worst Forms of Child Labour, 1999) and other relevant ILO Conventions and treaties, as well as other national legislation and standards on child labor.

1.3.2 International commitments

The Republic of the Philippines is a signatory to a number of international conventions and agreements that binds it to the objective of promoting child welfare, and particularly that of working children. In July 1990, it ratified the *UN Convention on the Rights of the Child (1990)*, the most comprehensive listing of the universally accepted standards on the human rights of children. It articulates the right of children to be protected from work that threatens their health,

education or development and the State's obligation to set minimum ages for employment and to regulate working conditions. The Philippines has also ratified the following ILO Conventions:

- ILO Convention No. 59 (Convention Fixing the Minimum Age for Admission of Children to Industrial Employment), revised 1937, prohibits the employment of children under the age of 15.
- ILO Convention No. 77 (Convention concerning Medical Examination for Fitness for Employment in Industry of Children and Young Persons), 1944, requires medical examinations as an employment prerequisite for those below 18 years of age. Children under 18 years of age shall not be admitted to employment unless they have been found fit for the work for which they are to be employed by a thorough medical examination.
- ILO Convention No. 90 (Convention concerning Nightwork of Young Persons Employed in Industry), 1948, disallows children below 18 years of age to be employed during the night in any public or private industrial undertaking or in any branch thereof, except as provided for.
- ILO Convention No. 138 (Convention concerning Minimum Age for Admission to Employment), 1973, provides that the minimum age of employment shall not be less than the age of completion of compulsory schooling and, in any case, shall not be less than 15 years. It covers all economic sectors and all employment or work, whether or not such are performed under a contract of employment.
- ILO Convention No. 182 (Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor), 1999, defines the worst forms of child labor. The Convention is the primary instrument on which the Time-Bound Approach, as an implementation mechanism, is based.

As a major step in fulfilling the Philippines' commitment to eliminate the worst forms of child labor, President Gloria Arroyo signed Memorandum Order No. 71 on 2 September 2002. This directs the Labor Secretary to take immediate and effective measures to ensure the prohibition and elimination of the worst forms of child labor through the Philippine Time-Bound Program and other initiatives pursuant to the spirit of ILO Convention No. 182. The President's Memorandum Order also called for the development of a policy and legislative agenda on the elimination of the worst forms of child labor, and for budgetary appropriation to be included in the Department of Labor and Employment's annual budget.

While no official definition of the worst forms of child labor in the Philippines has yet been adopted, the pending Senate bill for a *Magna Carta for the working child* adopts the definitions provided in ILO Convention No. 182 (1999) and in past national legislation on hazardous work. The same bill also affirms the mandate of the Labor Secretary to draw up a regular list of hazardous types of work. The current list of hazardous undertakings and activities in which children below 18 years should not be employed is contained in the DOLE Department Order No. 4, series of 1999 (see section 1.3.1.1).

1.3.3 Government policies and programs

Poverty, unemployment and universal primary education are key concerns of the current administration. The 2015 Millennium Development Goals and the governments Medium-Term

Philippine Development Plan for 2001-2004 outlines a comprehensive set of policies and programs to address the needs of the poor:

- Equitable growth through macroeconomic stability based on free enterprise,
- Social equity through the support of the modernization of agriculture and fisheries and the development of small and medium sized industries,
- Comprehensive human development with a focus on the protection of vulnerable groups,
- Good governance and the rule of law, and
- Promotion of universal primary education.

These strategies are complemented by the Administration's centerpiece program for poverty alleviation, KALAHI or "*Kapit-Bisig Laban sa Kahirapan*" (Linking Arms Against Poverty). The program targets the poorest municipalities in the country through a holistic approach that incorporates land and credit reform, human development services, job creation, community participation in governance, and the social protection of groups that are vulnerable to economic shocks and natural and man-made disasters.

The National Program Against Child Labor (NPACL) is a medium-term framework for action, policies and programs that directly targets the problem of child labor in the country. The basic objective of the program is to prevent children from engaging in the worst forms of child labor and to withdraw, rehabilitate, and reintegrate those found working in the most inhuman and intolerable circumstances. The program adopts the following strategies:

- Make the invisible visible through a massive and diligent effort to identify, locate, discover and list child workers particularly those engaged in its worst forms or likely to get lured into it;
- Broaden and strengthen alliances with social partners particularly those with a high sense of social responsibility;
- Focus advocacy and action on child laborers, their families and communities;
- Expand educational opportunities for child laborers;
- Improve the quality of care-giving to communities and families with child laborers;
- Increase access of these communities and families to economic opportunities; and
- Improve the quality of service delivery to the community and families.

Sagip Batang Manggagawa (SBM), an inter-agency quick action program, has been adopted as a strategic component of the NPACL for the conduct of rescue operations and the immediate removal of children found in the worst forms of child labor. The rescue operation utilizes an inter-agency mechanism, the SBM-Quick Action Team (QAT), which is composed of the Department of Labor and Employment as the lead agency, the Department of Social Welfare and Development (DSWD), and the Philippine National Police (PNP) and the National Bureau of Investigation (NBI). Its ultimate objective is the rehabilitation and reintegration of victims with their families. Since it began in 1994, SBM-QAT in all 16 regions of the country have already mounted 355 rescue operations and reached out to more than 1,165 minors, most of whom have been reintegrated with their families. Given the number of years that it has been in existence, the numbers seem to be low and this is due to several reasons.

The SBMs currently operate at various levels (provincial, municipal and barangay) within a region, depending on a number of factors, e.g. peace and order situation, availability of resources and readiness of the agencies / institutions in the area. Documentation of surveillance and rescue activities has not been standardized, however, which makes it difficult to integrate or compare statistics of SBM success and progress.

The recent national assessment workshop on the SBM has further revealed the following gaps and challenges: (i) lack of aftercare services (medical, psychosocial, etc) for the children; (ii) lack of interest and cooperation among parents and children in pursuing cases; (iii) lack of evidence and/or supporting documents; (iv) lack of knowledge and understanding among SBM implementers on the different procedures of courts.

The SBM implementers have also raised the following concerns with regard to reintegrating former child labor victims: (i) parents were not always prepared to have their children back, while some are apathetic or unaware of the hazards at work that their children face, and thus push their children back to work; (ii) the children were not willing to go back to their families; (iii) difficulty in locating parents or guardians; (iv) lack of meaningful alternatives for families and children.

The workshop finally identified training modules that should be given to SBM implementers: (I) knowledge on CRC and related laws; (ii) how to handle children; (iii) knowledge on paralegal matters; (iv) and rescue and surveillance strategies. They also noted how community level structures need to complement the SBM, e.g. the Barangay Council for the Protection of Children and NGOs.

1.3.4 The IPEC Partnership in the Philippines

The International Programme on the Elimination of Child Labour in the Philippines formally started with the signing of the Memorandum of Understanding (MOU) between the Government of the Philippines and the International Labour Organization (ILO) in June, 1994. The MOU has been extended twice, with the second one being effective until December 2006.

Since the adoption of the Philippine-ILO Indicative Framework for Action in 1994, which identified and established the priority target groups of children, IPEC's work has consistently been focused on the most hazardous forms of child labor. IPEC has implemented over 60 action programs against child labor with the support of multilateral and bilateral development agencies. Total resource allocation reached about US\$3.0 million.

Previous target groups include: child victims of trafficking; children engaged in mining and quarrying; children in home-based enterprises, especially under sub-contracting arrangements; children in domestic service; children in commercial agricultural plantations, including sugar and vegetable production; children in pyrotechnics (fireworks) production; children in deep-sea diving and fishing; and children trapped in prostitution. IPEC has harvested considerable experiences from working in these sectors, which will be put to good use in eliminating the six selected worst forms of child labor (See Tables 3 and 5 below).

The IPEC partnership in the Philippines works through a broad-based and strongly committed alliance of government, employer, workers, non-government and civil society organizations working towards a common objective of the progressive elimination of child labor, especially its worst forms. Over the past eight years, IPEC has not only striven to build the capacity of its partners to take active part in the battle against child labor, but it has also worked to form innovative partnerships that will be further strengthened and promoted during the Time-Bound Program.

1.3.4.1 Civil society support structures

Non-Governmental Organizations and other civil society groups have made and continue to provide impressive contributions to the campaign against child labor. During the early years of ILO-IPEC operations, IPEC actively encouraged NGO partners to initiate creative and pioneering approaches in identifying working children at risk, articulating and refining anti-child labor advocacy, and in mobilizing their own organizations and development alliances in the campaign for the elimination of child labor. The NGOs were further assisted to provide support to communities and organizations of children and affected families, and they helped parents and children to discern and analyze problems, identify solutions, and formulate and implement plans to effect change. NGOs and other civil society groups have also been some of the most active partners in lobbying for the passage of bills on child labor, advocacy work through print and broadcast media, social experimentation of effective interventions at the grassroots level, monitoring at the community level, and in rescue and rehabilitation work.

Although it remains a largely untapped ally in the struggle against child labor, the church and other faith-based organizations have played significant roles in the campaign. Connecting the fight against child labor, especially its worst forms, with a theological context and framework rooted in faith and religious belief, many churches have mobilized their members to pursue the cause of children according to the dictates of conscience and as an ordained duty. Much progress has been made in linking faith with social action, and much more can be done as good practices in this sector continue to instill confidence.

Media organizations have also played an important role in raising awareness and mobilizing action against child labor. The earliest campaigns in 1986 against the use of children in *muro-ami* fishing, scavenging at Smokey Mountain in 1987, conditions of children trapped in bondage-like situations in factories, and exposés on children illegally recruited for work and other forms of child labor, all helped to galvanize action through their investigative reporting. Video documentaries also played a key role in awareness raising and advocacy. Working with the media against child labor will continue to be one of the key strategies of the IPEC when implementing new awareness raising campaigns and advocacy drives for the benefit of children in the worst forms of child labor.

1.3.4.2 Trade union activities

Trade unions have been involved in the fight against child labor in many ways, either as individual unions, national trade centers, or as international trade secretariats. It is particularly encouraging to note that they have actively participated in collaborative, inter-agency and IPEC-

funded action on child labor, which allows the Philippine trade unions to speak with one voice against child labor.

The Trade Union Congress of the Philippines (TUCP), the Federation of Free Workers (FFW), the International Textile, Garments and Leather Federation (ITGLF), and the National Union of Workers in Hotel, Restaurant and Allied Industries (NUWHRAIN) are among the trade unions taking action. Teachers' unions, such as the Association of Concerned Teachers (ACT), the Philippine Public School Teachers Association (PPSTA), and the National Teachers Organization (NTO) are also increasingly involved in the campaign against child labor, which is a relatively new trend that has been promoted and supported by the ILO-IPEC.

Trade union action includes social investigations or the gathering of information on child labor and its presence in various sectors; informing and mobilizing members to monitor violations of child labor laws; and advocacy work among non-members and the local authorities. Unions also push for prohibitions in the hiring of children in collective bargaining agreements. Many are active in providing direct support to child victims and their families, legal services for the prosecution of cases, and referring children to educational, training and other development programs as needed. Finally, unions are now also active in solidarity work, networking and in linking up with national and global movements against child labor.

The IPEC-funded NUWHRAIN's program for the tourism industry is one example of good trade union action practice against child labor. It includes action research on a sample of 500 working children and the drafting of a training manual, which has proved to be an effective tool for advocacy and social mobilization against child labor. Counseling and the provision of education, training and developmental activities have also been provided to the working children targeted under the program. Recently, NUWHRAIN has succeeded in including provisions against the hiring of child labor in three collective bargaining agreements of three of its hotel member organizations.

1.3.4.3 Employer action against child labor

Philippine employer organizations, led by the Employers' Confederation of the Philippines (ECOP), are among the key sectors of Philippine society that have stood up in opposing the exploitation and abuse of children, especially in the world of work. Starting with an IPEC action program in 1997, and with the establishment of a child labor committee as a first step, ECOP's initiatives have expanded since then.

Among a range of activities, ECOP conducted a special survey looking at the linkages between the formal employment sector and child labor in sub-contracted informal establishments. It then organized advocacy seminars and dialogue among the country's major business and civic organizations. Translating awareness into direct action was the next major move, and ECOP launched its nationwide accreditation and recognition system of child-friendly firms. In developing a guidance document to assess members' workplace practices, ECOP currently works with employers and business establishments in meeting national and international standards on children.

Through its accreditation system ECOP has established a pragmatic and powerful instrument with which to persuade its member companies to articulate anti-child labor policies and engage in socially responsible corporate services for neighboring communities. It has also proven to be a valuable vehicle in raising the quality of understanding of child rights, as well as generating an overall atmosphere of concern and advocacy for the children's benefit. In a parallel and inter-linked move, the Garments' Buyers' Association of the Philippines (GBAP), the Philippine Exporters' Associations (PEA), and other garment-related business organizations have entered into an agreement with the American Chamber of Commerce of the Philippines (ACCP) in establishing Responsible Apparel Production Guidelines for the country.

1.3.5 IPEC lessons learned

During the past years, the ILO-IPEC has gained invaluable experience in formulating and implementing programs and projects for the elimination of child labor. The following section highlight some of the major lessons learnt that the ILO-IPEC will be integrating in its future work for the thousands of children that are trapped in the worst forms of child labor.

1.3.5.1. Setting goals, establishing priorities, and defining strategies

Because resources are limited and addressing child labor is a vast and long-term undertaking, clear priorities and realistic goals have to be established at the outset. In establishing its Strategic Planning Framework and the National Program Against Child Labor for the medium-term (2001-2004), the National Child Labor Committee has decided to focus on preventing children from engaging in the most intolerable or worst forms of child labor and on the removal and rehabilitation of children who are driven into it.

As the NPACL is implemented in tandem with the Project, the ILO-IPEC will aim to ensure that the NPACL will adopt clearly defined time-bound measures over the medium-term of the program. The aim is to refine the objectives and implementation modalities of the NPACL so that it fully reflects the need to prioritize action for the children most in need - the children in the worst forms of child labor.

1.3.5.2. Legislation and national policy

The Philippines has achieved considerable progress in terms of legislation and explicit national policies to support the campaign against child labor. Republic Act No. 7610, otherwise known as the "Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act" and its amendatory Republic Act 7658 are considered to be landmark child protection laws.

In support of the international conventions that it ratified and the child labor laws enacted by the Philippine Congress, local governments at the provincial, city and municipal levels have also passed laws protecting children from abuse and exploitation. Others have passed ordinances banning the use of children in prostitution (i.e. in Quezon City, 1997) and trafficking and in dangerous occupations such as pyrotechnic production (i.e. Hinigaran, 1995), mining and quarrying. Such localized initiatives will be actively promoted and supported by ILO-IPEC in the future.

BOX 1: Selected IPEC Action Programs and Projects

- The Visayan Forum (VF) Program '*Reaching Out to Young Domestic Workers*' involved pioneering work with regard to direct outreach services. This '*Kasambahay*' program is currently being implemented in four areas - namely Batangas, Bacolod, Manila and Davao. The program includes outreach and empowerment activities; paralegal services; health and social security assistance; educational and skills support; and, where necessary, referral to specialized agencies. As a result of all these activities, the SUMAPI, or the *Samahan ng mga Manggagawang Pantahanan* (Association of Domestic Workers), was organized and it now has a total membership of about 5,000 nation-wide. VF also operates a halfway house in the port areas of the Philippines, which serves as a temporary shelter for trafficked and/or stranded domestic workers. Further, VF has made a major contribution to the national legislation on child domestic workers, the bill on *Batas Kasambahay*, which has gone through public hearings in Congress.
- The IPEC-supported project entitled '*Community Action Against Child Labour in the Quarry Sites*' in Montalban, Rizal, focused on cooperative and collaborative action and on building linkages between affected communities, the government and the private sector. Advocacy work, access to education and small business and savings schemes were important components of the project. Further, young workers were engaged as a way of helping themselves and their community. Presently, a majority of the children are back in school and about 350 have left the quarrying sector altogether.
- The NGO PUNLA sa Tao Foundation's interventions include state-of-the-art micro-finance services, specifically on savings schemes and micro-enterprise development for families for increased incomes. Among the targeted communities are the urban poor in Pandacan, Metro Manila; the sugar cane plantation workers in Ormoc, Leyte; and working mothers in the quarry areas in Montalban, Rizal. PUNLA has provided 1,126 families of working children with economic opportunities through grass-roots savings and credit programmes.

Despite the presence of laws, regulations and programs, however, issues concerning enforcement have been persistent. The ILO-IPEC have taken the first steps towards addressing these issues through several action programs, including but not limited to: (i) raising awareness of the judicial system and NGO partners on newly passed legislation on child labor; (ii) expanding community surveillance and detection; (iii) specialized training of inspectors on child labor; (iv) providing litigation services to victims of child labor and child economic exploitation; (v) and designing an agenda for policy and legislative reform.

For instance, the Bureau of Working Conditions (BWC) of the Department of Labor and Employment conducted a specialized training program on child labor for 25 labor inspectors under an IPEC action program in 1995. The program aimed to equip inspectors with the tools they needed for applying a more child labor-sensitive approach in the workplace, rather than the regulatory approach of law enforcement without consideration of the child laborer's situation after the termination of his/her services.

Trained inspectors "echoed" their seminars to other labor inspectors. In 1997, owing to the impact of the specialized training, DOLE issued Administrative Order No.47, which directs its labor inspectors to give priority to the inspection of establishments employing child labor and women workers, and establishments classified as hazardous or high risk. Considering the great number of establishments vis-à-vis the number of labor inspectors, however, there is now a need to look into alternative ways of improving enforcement of child labor laws, e.g. engaging the participation of local government units and/or deputizing representatives of civil society to undertake inspection.

While the said bill proposes stiffer sanctions and penalties on those companies and persons who use child labor, IPEC experiences in the Philippines clearly shows that there would also have to be greater interest created among legal practitioners to take on the cause against child labor. Such effort will build on the unique experiences of the Ateneo Human Rights Center - *Adhikain para sa Karapatang Pambata* (AHRC-AKAP), which is a pioneer in the legal protection and promotion of children.

An IPEC partner since 1995, AHRC-AKAP has expanded its nationwide network of private practitioners, law associations, law student volunteers, partner implementers and advocates, and institutional partners, through the establishment of a registry of legal practitioners and volunteers who pledge time and resources for child labor cases. It has trained litigators and trainers from all parts of the country. Capable of speaking in the local dialect, these practitioners provide services to their respective regions all year round. To help legal practitioners and IPEC implementers handle child labour cases, AHRC-AKAP has also published "Opening Doors", which is a compilation of laws protecting child workers in the Philippines.

In coordination with several child rights organizations and IPEC partners, AKAP-AHRC has also been active in the areas of advocacy for law and policy reform. In fact, it led the Technical Working Group composed of IPEC partners, which produced and submitted the draft Magna Carta for Working Children to the Philippine Senate.

1.3.5.3. Awareness raising and social mobilization

In the Philippines, public outrage over the plight of working children working under extremely difficult, hazardous, and exploitative conditions, as exposed by the media, provided much of the impetus for the enactment of more stringent legislation against child labor.

The documentary film "No Time for Play" by the Philippine Center for Investigation drew public attention to the deplorable working conditions of children in mining, pyrotechnic production, and in sugar plantations. Another documentary, "Minsan Lang Sila Bata", also aired over national television, caught the attention and indignation of an even much wider audience³. It has been cited as one of the most effective tools of communication in raising public awareness and attention on the worst forms of child labor.

The IPEC partners have also utilized popular media forms to widen the reach of advocacy efforts. The Philippine Rural Reconstruction Movement (PRRM) "Radyo Tanggol Bata" (Child Defense), a weekly one-hour program on child labour, was able to reach more than 5,000 working children and family members with a mainstay of 194 listeners from 17 PRRM provincial offices. As a national office-led radio program, support for the campaign against child labor was noticeable as evidenced by parallel or complementary activities conducted by partner organizations in tandem with the 17 PRRM provincial office personnel.

One component of the program was the "Radyo Eskuwela" (School-on-the Air), which provided pre-selected working children, parents and family members with pertinent information on child

³ After the showing, ILO-IPEC was overwhelmed with phone calls from various individuals and organizations all over the country and abroad offering their assistance and support.

labor issues and other useful technical and vocational knowledge and skills in order to contribute to their social development. Partner NGOs and government agencies have also thrown in their pitch in the campaign through the radio program, particularly with the varied list of guests and requests made by other ILO-IPEC partners to participate in the program.

In December 2001, the Coalition for Children's Participation nominated PRRM's "Tanggol Bata" radio program for the *Kapisanan ng mga Brodkaster sa Pilipinas* (KBP)'s *Alay sa Kabataan* Awards' Best Children's Weekly Radio Program Category. Such nomination is a tacit recognition of the impact reached by the program in awareness raising and advocacy against child labor. The *Alay sa Kabataan* Award has been a joint project by UNICEF and the KBP for the last six years. It aims to promote and recognize broadcast media efforts for the welfare of children.

The IPEC experience in the Philippines clearly show how increased public awareness can in turn facilitate the mobilization of key stakeholders in the battle against child labor. A broad-based alliance of key sectors – government, employer groups, trade unions, research organizations and NGOs – was forged early on and this network remains at the helm of various initiatives. In the following chapter, it is described how such networking strategies are an integral part of the Project and of future IPEC action in the Philippines.

The involvement of key government agencies is and was particularly essential. Government networking agencies ensured that new policies became supportive of the campaign against child labor and that government resources were directed to it. In 1988, the Philippine government and UNICEF began groundbreaking programs on child labor and in June 1994, the Philippine Government and the ILO signed a Memorandum of Understanding regarding the implementation of ILO's International Program for the Elimination of Child Labor. The National Child Labor Committee, chaired by the Department of Labor and Employment (DOLE) and counting several government and non-government organizations as members, was organized to oversee the implementation and monitor the progress of the IPEC program.

1.3.5.4. Involving the community

Community involvement is another major component of good practice emerging from the country's experience in grass-roots action on child labor. Programs at the local level cannot succeed when a community is indifferent or even hostile to the objective of preventing children from working.

The process begins by raising the awareness of the members of the community about the long-term detrimental effects of child labor and the benefits of keeping children healthy and in school. The best approach to community mobilization is one where the elimination of the worst forms of child labor is perceived as just a component of a much broader program to protect the rights and welfare of children. A more comprehensive program that can rally the support of the community is one that includes efforts to curb all forms of abuses against children, child health and nutrition programs, sports and recreation activities, and off-school educational activities. With the cooperation of school officials and teachers, measures can be agreed upon and undertaken to make schooling more interesting to children and to incorporate practical training in relevant skills in the curriculum.

It is essential that the community itself, including parents, teachers, health professionals, social workers, civil society groups, etc., participate in coming out with solutions. The support of local government officials and agencies is indispensable. Local laws or ordinances on child labor can be enacted providing an alternative route to the inadequacies of national laws and enforcement mechanisms. Local agencies can formulate and implement programs that have a direct or indirect impact on child labor. Building structures such as “child labor committees” or other local community councils, consisting of the key stakeholders in the community, ensures that the program can be sustained.

IPEC’s experience in this area is well exemplified by its action research project on children in quarrying with CO-Multiversity in 1997. The research team, which was composed of professionals and volunteer residents of three small communities in quarry areas in Montalban, Rizal, identified in their study over a hundred children of ages 5-17 working in open pit quarries at Wawa Road. The results were then shared with the community through dialogues with parents, children and other residents of the three affected sitios. After the series of dialogues, the community jointly decided that they would be united in finding solutions through education and livelihood projects of the community.

Through a multi-sectoral forum, cooperative and collaborative action of the community was subsequently initiated with the government and the private business sector to fight child labor in Montalban. The education assistance initiated by IPEC for elementary and high school children was later supplemented by local governments with return to school and scholarship assistance. The people’s organizations of the community monitored the education program, pursued trainings and set-up micro businesses. In a span of two years, there was dramatic shift in people’s attitudes about child labor. One no longer sees children working during school days, and school enrollment has increased in tandem with the performance levels of the targeted children.

1.3.5.5. Providing alternatives

A convergence has also emerged that a more effective approach is one that is comprehensive and preventive and curative rather than punitive. A comprehensive approach is needed because a child’s withdrawal from work must be accompanied by supportive measures for the child and family. Otherwise, action simply cannot be sustained. On the other hand, a punitive approach may only drive child laborers into clandestine occupations that are more exploitative or dangerous.

Poor families can be persuaded to keep their children in school and to withdraw them from hazardous work only if viable alternatives can be offered. Incentives to compensate households for the loss in income when children go to school and stop working are needed, but these needs to be carefully adapted to the socio-economic situation of families of the priority target groups.

One possibility is to provide children of poor households with a cash “stipend” that is linked to school performance and withdrawal from work. It can be withdrawn when the child leaves school and reduced when the child performs poorly. Some civil society groups are apprehensive, however, about cash transfers as a means of keeping children in school. Cash is highly fungible

and can be used to finance socially undesirable consumption, particularly, the vices of parents. Hence, in-kind transfers in the form of school supplies, rice, and other foodstuff are often preferred.

Employment and income-generating programs for parents and other adults are often a major component of the more successful initiatives. These come in various forms such as the training of adults in relevant skills, micro-finance and other credit schemes, and, in some cases, the establishment of small industries in the community such as basket-weaving, garment manufacturing, food processing, among others. In some cases, children can only be successfully withdrawn from difficult and hazardous work if alternative livelihood opportunities - that are not dangerous or do not interfere with their education - are provided.

The intervention of the Visayan Forum (VF) Foundation - in collaboration with other IPEC partners such as ERDA, AHRC-AKAP and PUNLA sa Tao Foundation - can be considered as a model holistic approach to tackling the issue of child domestic workers. VF targets both source and destination areas and operates in Manila, Batangas, Bacolod and Davao as well as in rural sending areas. Its work includes prevention, protection, withdrawal and integration, and the program is implemented in close collaboration with community organizations. At the national level, VF has moreover been successful in integrating the child domestic worker issue in legislation and as part of the agenda of workers' organizations.

By working in the cities, VF reaches out to children who come from rural Barangays and who have migrated to urban areas for work. Through ERDA, educational support has been provided to a limited number of children that allow them to go to school (provision of financial support, books, etc.). Flexible field training, to account for infrequent days off, have also been conducted on rights issues, basic electrical appliances, safety in the home, etc.

SUMAPI (*Samahan at Ugnayan ng mga Manggagawang Pantahana sa Pilipinas*, Association of Domestic Workers) is perhaps the most direct and visible success of the work of VF. Through outreach work in parks, schools, source communities, churches and ports, child domestic workers have been organized into one association, which has now a total membership of about 8,000 nationwide, including adult domestic workers. The new union fights for the rights of the workers, involves them in learning about the CRC, the ILO Convention No. 182 (1999) and their basic human rights, and represents them in disputes with their employers. About 7,500 child domestic workers have been reached over the course of the past 2 years. Employers are contacted and encouraged to treat child domestic workers better. Whilst gentle advocacy with employers is used in the first instance, pressure can be applied with reference to national laws and international conventions if necessary.

In partnership with PUNLA, the program has further provided 300 families of child domestic workers with capacity building in micro-finance to start and sustain saving-based credit for livelihood support. VF has also successfully enrolled more than 2,500 child domestic workers in the state-run Social Security System. This is an important new venture in the project approach as it provides an opportunity to document worker profiles, introduce entry into work contracts and advise employers of the legal implications of employing domestic workers.

As part of its preventive and protective strategies, VF has also established, in a joint move with the Port Authority, a shelter/ halfway house in the port area of Manila. During outreach work, members of the SUMAPI monitor children arriving by boat from the provinces and collect those who are stranded, i.e. the children who are not met by prospective employees. These children are then given up to five days shelter at the hostel, and referred to relevant authorities, such as AHRC-AKAP or DSWD, if necessary. The whole port community is involved: shipping companies and their crew on ground and on board, workers organizations (porters, vendors) and other government agencies (port police, coast guard). A similar halfway house has been set up inside Sasa Port in Davao City.

1.3.5.6 IPEC experience in education

IPEC's work to combat child labor through education range from:

- provision of financial support to schools, mostly through educational scholarships (e.g., Kaugmaon Center for Children's Concerns, ERDA Foundation, Visayan Forum, Federation of Free Workers);
- non-formal or alternative learning programmes in order to raise the competencies of former child labors and to qualify them for re-entry to formal education (e.g., Children's Laboratory for Drama in Education for children in scavenging);
- remedial lessons to children who have returned to school and/or are combining work with school;
- to such specialized schemes as the program for child scavengers (where the working children are supported through an allowance scheme, supplemental feeding and remedial learning programs).

The Education Research Development Foundation (ERDA) has been IPEC's main education partner in the Philippines since 1995. It has successfully implemented the above mentioned approaches through a participatory process. With the collaboration of other IPEC partner organizations (e.g., VF, Co-Multiversity, Kamalayan Development Foundation, COPE Foundation, Stop Trafficking of Pilipino Children), ERDA identifies and assesses the needs of working children by conducting orientations with the People's Organizations (PO) in the community, the concerned parents and the targeted working children. Local Government Units (LGUs) have also been mobilized to facilitate the work and to provide counterpart funds.

Education is also a core component under the three ongoing IPEC sectoral projects (in fishing, footwear and mining). A conscious effort to get the participation of the Department of Education at the local level in Camarines Norte has resulted in the integration of child labor concerns in the new basic education curriculum, which also incorporates values for environment protection, health and sanitation and economic development. Meanwhile, access to non-formal education has resulted in successful cases of the reintegration of children into the formal school system, while others passed accreditation and equivalency tests that enabled them to pursue tertiary education.

The provision of education and training assistance has not been directed at child workers only, but also extended to their families - particularly in the areas of non-formal education and skills training. Such a family-based approach to combating child labor effectively provides the families of child workers with alternatives to strengthen their economic base.

Through the formation of the Child Labor Education Task Force, IPEC partners have created a venue for sharing of strategies and approaches in handling educational interventions for working children. The Task Force, whose members include NGOs, Teachers' Associations, the Department of Labor and Employment and the Department of Education, has developed an Education Agenda on Child Labor, which calls for free, quality and relevant basic education for working children. The Task Force has urged for policy reforms, which should strengthen the capacity of local education authorities to address child labor, especially its worst forms. Through the USDOL-funded ILO-IPEC APEC Awareness Raising project, the Task Force is currently expanding and consolidating alliance by localizing initiatives such as replication of the Task Force at key regional centers of the country. These local task forces will be strategic partners in the implementation of the Project.

1.3.5.7 IPEC sector-specific interventions

IPEC's experience in the Philippines is enriched by sector-specific interventions, among which are the more recent experiences of the integrated program on children in small-scale mining in Camarines Norte, with funding support of the Government of Finland, and the USDOL-funded sub-regional projects in fishing (Negros Oriental) and footwear (Biñan).

Mining

Since it started in 2000, the IPEC mining project has been able to attain considerable gains in the following areas: community organizing and empowerment activities, with emphasis on the establishment of baseline information, social infrastructure and networking, local economic development, policy advocacy, and awareness raising; provision of education-related services to working children and their families; micro-finance coupled with alternative livelihood program; capacity-building and documentation.

The local offices of the DOLE and the DENR have shown support to the mining project, with the latter expressing specific commitment in the area of environmental health and occupational safety and health. The mining project has also been successful in getting the interest and commitment of the Provincial Government of Camarines Norte, which has initiated the replication and expansion of the IPEC strategies in the entire province and mainstreamed these in the local development program.

In the course of research conducted in the mining communities of Camarines Norte, it was found that other forms of child labor are also prevalent, i.e. in fishing, prostitution and domestic service. The incidence of children in prostitution is reportedly on the rise because of the recent gold rush in the province.

The project is now working with the Philippine Rural Reconstruction Movement (PRRM), an NGO, in the development of community-based monitoring systems, which involve considerable participation of local officials and researchers. The PRRM actually implemented a precursor community-based IPEC program in small-scale mining in the same province and was able to come up with baseline information on four mining communities and a masterlisting of 434 children. This program likewise gained active support from local executives and other partners

and produced long-term action plans for the elimination of child labor with the active support of affected children, their families and communities which were followed through by the current project.

Fishing

As part of the Sub-Regional Program to combat child labor in the fishing sector, the fishing project in Negros Oriental aimed to remove some 800 children working in the fishing sector, prevent their siblings from prematurely working, and to improve the income earning capacity of adult members of the community through mechanisms established for workplace monitoring and social protection.

Nearing its completion date, the fishing project has accomplished its goals through the use of such innovative interventions as the localization of monitoring systems, the formation of municipal task forces against child labor in deep sea fishing, and the forging of agreements in the form of commitments of support with the *paaling* and *kubkob* fishing operators.

Through research and documentation, the project has actually expanded its coverage from focusing on just *paaling* (a fishing method similar to the banned *muro-ami*) to include *kubkob* or ringnet (a medium-scale deep-sea fishing which employs a significant number of minors, and serves as training ground for entry to *paaling* expeditions later)

Elements of sustainability have also been put in place, and these will be tapped and strengthened under the Project. The local government units concerned have expressed ownership of the program by mainstreaming child labor concerns in their respective municipal development plans and allocating corresponding budgets for them. Furthermore, the concern on child labor in deep sea fishing has also been integrated in the development thrusts of national government agencies such as the BFAR of the Department of Agriculture and those of DSWD. Both agencies are allocating financial resources and extending technical assistance for livelihood activities in the areas covered by the fishing project. An equally significant achievement that will assure sustainability is the involvement of the private sector, particularly the *paaling* operators, is the increased monitoring and enforcement of child labor laws.

Footwear

The Biñan Child Labor Project in Footwear was a pilot for broad-based multi-sectoral approach in addressing child labor. The footwear project has gained considerable experience in withdrawing child laborers and preventing children at risk from hazardous work processes and environments through educational, recreational, health and nutrition services, as well as in helping the families through savings and micro credit and through alternative livelihood skills training.

A major lesson learnt under this project is the importance of looking at the overall development of the children, i.e. to address not only their educational needs - but to address the low health and nutritional status for children trapped in the worst forms of child labor. Meanwhile, the database developed under the project for monitoring project activities contains regularly updated

information on the identified child workers and their status, on children at risk, siblings and footwear workshop operators. It provides a means for easy identification and location of those children who will be provided continued services, including social protection, under the Project.

The footwear project was also able to mobilize local resources to support and complement its objectives – in this case by getting the attention of national media. Indeed, it proved to be successful in getting the participation of local stakeholders and instilling ownership of the program to eliminate child labor in their communities, thereby ensuring sustainability of project efforts after it terminates on December 2002.

1.3.6 Related international initiatives

1.3.6.1 The Global March Against Child Labor

The launch of the *Global March* in the Philippines in 1998 was a demonstration of the Philippine partners' strength in mobilizing action against child labor. International marchers from India, Pakistan, Bangladesh, Honduras, and Brazil were joined by 15,000 children and advocates who, in colorful costumes, expressed their rallying calls: "*Stop, stop child labor! Go, go Global March!*" The marchers also met with former President Corazon Aquino and several Philippine senators.

Led by the Visayan Forum Foundation, countryside marches were held in all the three major island groups of the country: Bicol, Cebu, Bacolod and Mindanao. There, working children, their families, and child labor advocates and sympathizers marched to express their united concern on the issue of child labor. Media coverage of the *Global March* and the subsequent countryside demonstrations was high, bringing powerfully the anti-child labor message to many parts of the country.

From the Philippines, the *Global March* campaign went on to more than 90 countries in Asia, South Africa, Latin America and Europe through foot marches, caravans, public dialogues and many other local events. The *March* ended in a massive global event at the opening of the 86th International Labour Conference in Geneva in June 1998, where the first discussion on Convention No. 182 took place.

1.3.6.2 The UN Development Assistance Framework (UNDAF)

The UNDAF is a strategic planning and collaborative framework that helps to identify common challenges as well as UN action in agreement with national administrators. It calls for close collaboration between the United Nations and other development partners such as civil society, bilateral aid organizations and multi-lateral institutions.

In the Philippines, UNDAF teams have been created for firm coherence in UN activities, including a thematic group on child labor, which is chaired by the ILO. Several joint initiatives have been launched as part of the UNDAF, including joint ILO and the United Nations Children's Fund (UNICEF) paralegal training programs, monitoring visits to child labor project sites and joint planning exercises at the national and community levels. As the ILO and UNICEF are both working with Department of Labor and Employment on the NPACL, the two

agencies decided to jointly support the development of the program indicators of achievement and performance.

1.3.6.3 The UN Global Compact Initiative

This initiative was conceived as a response to the growing perception that Globalization under the World Trade Organization (WTO) benefited a few and harmed many. Proposed by UN Secretary-General Kofi Annan, the basic premise of the *Global Compact Initiative* is that business must share human values and principles to give globalization a human face, and manifest these through respect of human rights, labor, and mother earth.

The elimination of child labor is one of nine fundamental principles of the *Global Compact*, which is deeply rooted in the Universal Declaration of Human Rights and the ILO Declaration on Fundamental Principles and Rights at Work. In the Philippines, the Global Compact is promoted by the ECOP in cooperation with the ILO, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Environment Programme (UNEP), and with the United Nations Development Programme (UNDP) as the coordinating agency. Through a series of consultations, it has been decided that the *Global Compact* will be a multi-sectoral undertaking; that all should work together to overcome all physical, economic, social and political obstacles; that practitioners should be rewarded to encourage commitment; and that participant roles would be assigned to all sectoral stakeholders.

1.3.6.4 The ILO Decent Work Programme

The Decent Work Programme is an ILO global initiative "to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity". The Philippines is one of the first participating countries in the pilot program, which will directly contribute to the goal of eliminating the worst forms of child labor, and which is described in greater detail in Section 2.6.6 below.

1.4 Preparing the ground for the Philippine Time-Bound Program



The Project has been developed over a period of 12 months and in close consultations with all key stakeholders in the battle against the worst forms of child labor. The processes of developing the National Plan Against Child Labor and the Project have taken place simultaneously and have been closely inter-linked.

In a display of partnership and active participation, a *C182 Implementation Team* composed of government agencies, workers' and employers' organizations was formed to prepare the ground for the Project. As the focal point for action against child labor in the Philippine, the Department of Labor and Employment, in particular the Bureau of Women and Young Workers, and the ILO-IPEC took the lead in managing a comprehensive set of activities ranging from (i) research and analysis, (ii) advocacy and awareness, (iii) consultations and workshops, and (iv) planning and programming (Figure 2).

Figure 2: Preparing the Ground for the Philippine Time-Bound Program

President Arroyo states the commitment of her administration to eliminate the worst forms of child labor in a speech on 25 May 2001	The TBP is officially launched on 28 June 2002, in the presence of top government, ILO and US Department of Labor officials	The targets proposed in the final TBP are universally endorsed by members of the National Child Labor Committee on 9 August 2002	President Arroyo signs Memorandum No. 17 on 2 September 2002, directing the Labor Secretary to take immediate measures to prohibit and eliminate WFCL
May 2001	PLANNING & PROGRAMMING		September 2002
DOLE Secretary Sto Tomas reaffirms the commitment at the Special High-Level Session on the Launch of the first three TBPs at the International Labour Conference (June 2001)	An ILO-IPEC Mission spends more than two weeks in Manila to finalize the TBP project document (30 July – 15 August 2002)		The project document is reviewed by specialists of the ILO SEAPAT Multidisciplinary Team and by IPEC Officers in ILO HQ (August-September 2002)
Six cursory rapid assessments on six priority target groups are launched along with a macro-study on child labor, an education policy review, and an analysis on the causes and consequences of child labor (October 2002)		A resource mapping of various donor, government, and NGO programs is carried out in order to identify the potential for future collaboration and synergies during the implementation of the Project (January 2002)	
May 2001	RESEARCH & ANALYSIS		September 2002
The results of the 2001 National Survey on Working Children by the National Statistics Office are released (May 2002)		The six cursory assessments are followed by in-depth studies on selected worst forms of child labor to further capture the nature and magnitude of the problem (May 2002)	
The C.182 Implementation Team convenes for the first time in a series of meetings in support of the TBP (April 2001)	The DOLE presents the 2001-2004 National Program of Action against Child Labor to the NCLC for approval (December 2001)	The social partners of the ILO conduct consultations to design strategies in support of the TBP (May 2002)	
May 2001	CONSULTATION & WORKSHOPS		September 2002
The DOLE organizes regional and national level meetings for the development of a National Action Plan (July – October 2001)	A national consultation is held to validate the findings of the six cursory rapid assessments and the policy analyses (January 2002)		A National Stakeholders' Meeting is held on 17 May 2002 to crystallize consensus and commitment from all key partners
A Communications Plan is drawn up to guide public relation activities targeted at Project stakeholders and civil society at large (April 2002)		The need to combat the worst forms of child labor is also emphasized in various editorials, columns and feature articles in national and local newspapers (June 2002)	
May 2001	ADVOCACY & AWARENESS		September 2002
As part of a national tri-media campaign, 30- and 45-second plugs are aired and shown on national radio and television (June 2002)		Advocacy against child labor and for the passage of critical child-related legislation is pursued, with mass campaigns and marches during the Children's Month (October 2001), the Global March Anniversary (January 2002), and on the International Child Labour Day (June 2002)	

Table 3: Target Group Profile

	<p>Children in prostitution</p> <p>Children in prostitution refer to children under the age of 18, whether male or female, who, for money, profit, or any other consideration, or due to the coercion or influence of any adult, syndicate, or group, indulge in sexual intercourse or lascivious conduct, including performing in obscene exhibitions or indecent shows, whether live or in video or film, and for the production of pornography or for pornographic performances. Young girls are prevalently vulnerable to prostitution but the number of boys is increasing. Most of them are recruited from the rural poor to work in the urban areas of the Philippines or abroad. Given the clandestine nature of the sector itself, aggregate estimates on the total number of children in prostitution have varied, ranging from 60,000 to 100,000.</p> <p>The categories of children in prostitution and the accompanying activities can be enumerated as follows: (1) <i>Freelancer/Striker</i> – highly mobile population that are found in the streets, malls, theatres or beaches; (2) <i>Akyat-Barko</i> – embark docked ships together with pimps; usually involves other types of services, mainly domestic work, as part of a ‘packaged deal’; (3) <i>ProstiTUITION</i> – usually to pay for tuition fees and therefore occur mainly during enrolment periods; (4) <i>Dancers</i> – aside from stripping they are often ‘taken out’ by customers; (5) <i>Masahista</i> (masseur/masseuse); (6) <i>Guest Relation Officer</i> – who accompany customers in bars; (7) <i>Sistemang Palit</i> (barter) – or sex in exchange for money or goods; (8) <i>White Slavery</i> – sexually abused and trafficked children are sex slaves in sex dens or ‘casas’ usually operated by a big network of syndicates.</p> <p>The factors that contribute to the existence of children in prostitution can be categorized into supply- and demand side determinants. The supply side factors include: poverty, lack of income, no money for education, out-migration from rural to urban areas; displacement arising from natural or man-made calamities; trafficking into prostitution, including deceit and sheer force, or the involvement of communities or families in gearing up children for the sex trade; and community surroundings characterized by gambling and drinking and dysfunctional families where children experience parental neglect, abuse and/or strained family relations.</p> <p>On the demand side, factors include: unintended adverse effects of tourism promotion, promotion of sex tourism; prevalence of patriarchal tendencies, values and attitudes that further exacerbates the involvement of younger girls because of high premium placed on ‘innocence’, sweetness and virginity; recruitment by older sex workers; and careless and peripheral actors-customers, i.e. operators of establishments, malls, hotels, security guards, waiters, etc.</p> <p>The consequences of children in prostitution are grave: safety and health hazards from long hours of work, night work, risks of physical violence, STD and HIV/AIDS; economic exploitation; harmful psychological effects and development of distorted values that arise from abuse, lack of love and affection, breakdown of family ties, isolation, sexual abuse and/or perversions; endangered lives if they decide to quit, loss of self-worth, dignity and self-respect as a human being.</p>	<p>Location</p> <p>National Capital Region Manila, Kalookan City, Quezon City, Pasig, Paranaque</p> <p>Region I La Union, Baguio City</p> <p>Region II Angeles City, San Fernando, Tarlac, Nueva Ecija, Olongapo</p> <p>Region IV Laguna, Romblon, Palawan, Batangas</p> <p>Region VII Cebu, Toledo City, Lapu-lapu, Mandaue</p>
	<p>Children in mining and quarrying</p> <p>The 1995 survey on children stated that there were 15,626 children working in mining and quarrying. The recent 2001 survey on working children revealed that there are now an estimated 14,000 children engaged in mining and quarrying, of which half are between 10-14 years old.</p> <p>Small-scale mining has become the leading mineral industry in the country. Production is labor-intensive and hazardous and based on improvised low-level technologies and methods. From extraction to processing, children participate in almost all phases of the</p>	<p>Location</p> <p>Mining: Gold mines of Zamboanga del Norte; the Kias gold mine in Itogon Benguet; small-scale gold mining areas</p>

production process. Besides working in mineral extraction and processing, they carry out many support functions such as collection, sorting and transporting aggregate, or cooking and cleaning it under difficult conditions and in locations far removed from educational facilities and adequate social services.

Children who carry stones usually complain of exhaustion and muscle pain. Their physical growth is stunted because of the hard labor of hauling sacks of sand and gravel. Those in quarrying are in danger of having their hands, feet, or head smashed by tools. Clinical findings among children in mining and quarrying shows that respiratory problems and ear injuries are about four times higher than the national average. Children also face the danger of landslides, caving, or of being rolled over by boulders.

In the absence of any formal regulation and inspection of working conditions, and depending on the surface and type of mineral being mined, child laborers are subject to long working hours, carrying of heavy loads, exposure to dust and chemicals (a mercury-based amalgamation process is widely used in gold mining), cave-ins, inundation, etc. Working conditions vary greatly according to whether the work is carried out underground or on the surface, as it is often the case in extraction of non-metallic deposits such as stone building material, clay deposits and industrial minerals.

Small-scale mining and quarrying is poverty-driven and almost completely outside legal, regulatory and fiscal supervision. Studies commissioned by IPEC under its ongoing mining project in Camarines Norte indicate that the families and children working in the sector are usually very poor, with low educational levels, and without any ownership of the land they operate. All members of a family are usually engaged in mining or quarrying itself or active in various support functions. A substantial number of indigenous peoples are engaged in mining and quarrying – some deriving complementary income from it and some working full-time in the mines. Small-scale mining areas are often prone to problems arising from violations from land-use rights, ethnic tensions and social problems related to mining (prostitution, gambling and drinking).

The experience and skills of the trade are passed down in the family, and due to the lack of educational alternatives it is hard to break through the vicious cycle of poverty, low educational levels and child labor that has caused generations of families and children to work in mining and quarrying. There is an understanding of the dangers that mining and quarrying poses to children's health, but as the families do not have any other alternatives or the means to break out of poverty, they regard children's participation as an economic necessity. Child laborers participate in the work voluntarily, but when asked they would usually prefer education to work. Most of the child laborers try to keep up with schooling and resort to work during week-ends and after school hours, but the work interferes too heavily with their education and most drop out from school altogether.

The migratory nature of the industries and short-term utilization of the mineral deposits makes it difficult to implement sustainable program interventions. Occupational safety and health concerns are of crucial importance, but working conditions and health and safety risks differ significantly according to production methods and place of work. Occupational safety and health and environmental issues at the mines/ processing plants and the nearby communities are closely linked. There are concerns raised and unanswered questions about community health in the vicinity of small-scale mines and stone quarries.

in Cam. Norte; gold mines in Aroroy, Masbate; Mount Diwata (Diwalwal), Monkayo, Davao Norte; Gango gold rush areas; Libona, Bukidnon, gold rush areas of Mat-I, Surigao del Norte

Quarrying: Misamis Oriental; Cagayan de Oro; Albura and Ormoc City in Leyte; Lapu-lapu and Mandaue City, Cebu; Sta. Maria, Bulacan; stone quarries of Rodriguez (Montalban) Rizal; marble quarries of Romblon



Children in pyrotechnics (production of fireworks)

The Development Academy of the Philippines (DAP) has estimated that approximately 3,500 children work in pyrotechnics, an extremely hazardous industry with significant informal sector type of work arrangements. A recent study commissioned by IPEC reported some 2,000 children in Bulacan of Region III alone, most of them working for backyard-type manufacturers with minimal capitalization.

Most of the substances used in the production of firecrackers are highly flammable and combustible and risk of injuries or loss of

Location

Region I
La Union, Pangasinan

Region III
Bulacan

life are high. Children working in this sector complain of dizziness, asthma, weight loss, sore eyes, backaches and breathing difficulties.

The enterprises lack safety policies and procedures. The workers lack sufficient knowledge or are indifferent to the risks involved. Because parents who work side by side with their children are not adequately informed or do not care about the hazards, the children are introduced to their work without any training or orientation of the hazards involved. A recent CO-Multiversity study quotes community workers in Bulacan as saying that *“on the average every year, 3 children die, 7 are injured and PHP2.7 million (US\$ 54,000) is lost due to explosions”*.

The rapid assessment commissioned by IPEC reveals how most child workers in the sector no longer live with their families (32 percent), but live with co-workers at their place of work (63 percent). The child laborers started working in pyrotechnics at an average age of 12 years. 60 percent toil 6 days a week and 34 percent work 7 days a week, with an average of 8.78 working hours a day.

It is an undisputed fact that working in firework factories impacts severely upon a child’s educational opportunities. 30 percent of the children dropped out of school even before starting work, and 57 percent were still studying upon entry into child labor but had to stop to help their families and to secure money to continue studying in the future, or because the work schedule does not permit them to study.

By preparing an average of 1,000 pieces of paper containers for baby rockets, which could be finished in one day, a child can earn PHP20-50 (US\$0.4 - US\$1). Those who received a fixed salary collect an average of PHP20 to PHP100 per day (US\$0.4 - US\$2).

With declining market shares and no technological improvements in manufacturing, employers and owners of firework factories are under ample pressure to decrease the cost of labor to an absolute minimum. The manufacturing of pyrotechnics does not require specialized skills. Legislation that protects of workers is designed to regulate large companies. Subcontracting does not require any significant capital investment and anyone can therefore organize groups of household-based producers that are extremely difficult to monitor.

Region IV
Batangas, Cavite

Region V
Camarines Norte

Region VI
Negros Occidental,
Aklan

Region VII
Cebu

Region IX
Zamboanga City

Region XII
South Cotabato



Children in deep-sea fishing

Figures from the 2001 survey on working children suggest that close to 208,000 children in the age group 5-17 years, a large majority of whom are boys, work in the fishing industry. Out of these 208,000 children, 140,000 are exposed to physical, chemical or biological hazards. While these figures clearly reveal the severe safety and health hazards faced by children in this sector, certain fishing technologies pose higher risks to children than others. *Pa-aling* and *Kubkub* fishing are known to be highly hazardous deep-sea fishing methods involving an estimated 2,000 children, some as young as 14 years of age.

The child laborers in deep-sea fishing come from poor, rural households. Families send their children to work because of poverty, marginal fishing and farming conditions, chronic and continuing indebtedness to operators, relatives, and community members. They are also prone to start work because of aggressive recruitment practices.

Adults and children alike normally work 12 to 15 hours each day, diving, scaring, pulling, sorting and storing fish. A normal working day starts at 3 a.m., with breakfast at 8 a.m., and it ends at 6 p.m. *Pa-ling* fishing trips last an average of 9 to 10 months per expedition. In many instances, families are given a cash advance as initial payments for the work of their children.

Children stop working due to maltreatment by their 'masters', harsh working conditions, low income and sheer exhaustion. The child laborers complain of body pain, cuts, wounds, skin diseases, sore eyes and hearing impairment, paralysis, body burns,

Location

Fishing operations reported in Samar, Leyte, Cebu, Palawan, Negros Occidental, Negros Oriental, Saranggani and General Santos City

exhaustion and fatigue. They suffer decompression symptoms, are exposed to harsh weather conditions at sea, high levels of noise, especially on highly mechanized boats. Because children are physically not as fit as adults, not properly trained nor attired for the task, fatal injuries and deaths are not uncommon, caused by drowning, and other hazards underwater.

Working and living conditions in the fishing boats are substandard, with inadequate sleeping space, sanitary facilities and health services. The use of water is limited to cooking and drinking, but even then is used very sparingly. Loneliness at sea and the repetitiveness of life during the expedition months are detrimental psychological factors.

Studies, including those produced under the IPEC Sub-regional Project on Fishing, suggest that child labor in this industry is highly correlated with out-dated methods of fishing, economic incentives for hiring children, and attitudes and perceptions in fishing communities where the involvement of children in deep-sea diving is viewed as a normal phenomenon.



Children in sugar cane production and harvesting

The 2001 survey on working children reports that there are more than 2 million children working in agriculture, with 1.3 million being below 15 years of age. Working children in the agricultural sector perform heavy physical work for long hours every day. Their tasks include clearing, land preparation, weeding, harvesting, distribution of fertilizers and hauling of produce after harvest. Boys comprise 71 percent of the total number of working children in agriculture, and the proportion of boys increases, as the child laborers in agriculture grow older.

Around 1.5 million are exposed to hazardous situations, 60 percent of which are children below fifteen years of age. Around 690,000 of the working children reportedly suffered from work-related injuries. Malnutrition and retarded physical development; various skin diseases and infections, wounds, cuts and bruises; dehydration; headaches, fever and body pains; and respiratory complications are only a few of a multitude of health problems that have been observed. More serious ailments, owing to exposure to extreme weather conditions and chemicals, become visible only after years of working on the plantations. Modern agricultural methods bring further dangers — the use of toxic chemicals and motorized equipment usually takes place without training or safety precautions. Most of the child laborers in agriculture and on plantations lack protective gear and paraphernalia as they go about their work.

Sugarcane is one of the major crops of the Philippines, accounting for the highest volume in terms of kilogram production. Sugar plantations are present in almost all regions of the country but the single biggest concentration is in Negros Occidental, home to the biggest sugar cane plantations with an output equivalent to 49 percent of total sugar production nationwide.

The child workers in sugar plantations are mostly children of sugar workers and peasants, living in or just outside of the haciendas (big plantations), many of whom feel or are actually indebted to their landlords. It is estimated that some 60,000 children work in sugar plantations, where they are involved in all aspects of cane growing, harvesting, and hauling, under the supervision of a *kapatas* or foremen/forewomen, who ensures that they conduct their work within a certain time frame. A majority of the children working on sugar cane plantations are studying (about 64 percent), although many of them drop out of school during the year.

Factors that influence children's work in sugar plantations include poverty, low educational levels of parents and their low regard for the value of education, peer influence, and community characteristics, aggravated by weak family ties and communication among its members, lack of awareness of rights and legal entitlements, and a weak law enforcement system.

During the off-milling season there is no work at the sugar plantations. It is during these periods that child workers are vulnerable to recruiters who lure them to other places, particularly Metro Manila, where they may end up in other worst forms of child labor.

Location

Sugar plantations:

Region III

Tarlac

Region IV

Batangas

Region VI

Negros Occidental

Region VII

Negros Oriental

Region X

Bukidnon



Domestic child workers

A child domestic worker (CDW) is defined as a child working in an employer's household with or without wage. CDWs perform such domestic chores as washing dishes, cooking, cleaning the house, and looking after young children and any other household-related activities. Confined to repetitive, menial work, most of these children have no opportunity to acquire life skills that would help them grow into productive adults.

At least 90 percent of CDWs are girls. They come from large farming and fishing families in poor regions (77 percent), but are in great demand by employers in urban or other rural areas, where they work away from their home, separated from their families for extended periods of time. Employers tend to routinely transfer their CDWs across regions adjacent or accessible to NCR, and a large number of women and children that are later trafficked for labor and sexual exploitation are initially recruited as domestic workers. CDWs form a mobile group of children, always in transit and easily turned over from one employer to another, using ports as entry/exit points as well as land and air routes.

A CDW works an average of 15 hours a day, and is on call 24 hours a day, but the current minimum wage is only PHP800 (US\$16) a month – if they are paid at all. Leave days are usually limited to one day each month; many have no day off at all. Freedom of movement is also limited, since many are not allowed to venture beyond the house gates, except when the employer sends them on errands or brings them along when their services are needed. Most CDWs have no work contract or benefits, no access to health services. The exposure to verbal, physical and sexual abuse is reported to be high.

Poverty, lack of work opportunities, the desire to help parents, and discontinued education are the most commonly cited reasons for entry into domestic work, but young girls are also attracted by the simple methods of recruitment, characterized by no skill requirements for work, no submission of documents, risk-free facilitation, and instant hiring. Others agree to work as house helpers as a stepping-stone to other jobs such as factory work, passage to upward mobility in the social ladder, and deliverance of their families from debt. Many CDWs do not even know what type of job they would land, what kind of employers they will work for, or how safe they will be.

The employers, who frequently view themselves as benefactors, tend to prefer child domestic workers to a diminishing adult domestic work force that tends to go abroad. Children are perceived to be more submissive and hard working; more easily ordered about anytime for any reason; and can serve as company for the employers' children. In turn, the parents of CDW perceive their work as a guarantee for the food, clothing, shelter, and sometimes, education, which they cannot provide; and as an opportunity to raise family status for having a worker in the big city.

A proposed *Magna Carta* for Household Helpers (*Batas Kasambahay*), when passed into law, will be a landmark legislation that will ensure the protection of domestic workers, adult and children alike. Its implementation is of utmost importance in the work of the ILO-IPEC and its partners in ensuring that children below 15 years of age are not employed as domestic workers, and that working conditions for those above 15 years of age are improved and regularized.

Location

Manila, all over the country

Prominent sending areas include Bicol, Mindanao, and Visayas (Samar, Iloilo, Cebu, Leyte and Bohol)

Chapter 2 Approach and Strategies

Given the extensive research on the problem and the past contribution of the ILO-IPEC and its partners, the causes and consequences of the worst forms of child labor are well understood. The Republic of the Philippines has ratified ILO Convention No. 182 (1999), and it has taken a first, bold step to addressing the problem by according high priority to the elimination of the most intolerable and inhuman forms of child labor in the Medium-Term Philippine Development Plan (2001-2004).

In direct response to the problem of child labor and as the outcome of 12 months of preparatory and planning activities the National Child Labor Committee has recently committed itself to work towards a 75 percent reduction of the worst forms of child labor by 2015.

This ambitious target will now guide the implementation of the newly developed National Program Against Child Labor (2001-2004). The NPACL is designed as an overall framework for action and as a blueprint for establishing priorities, activities and allocating resources over a four-year period. The National Program Against Child Labor is essentially the first national time-bound program of the Philippines since it guides all efforts – at both local and national levels – for the elimination of the most intolerable and inhuman forms of child labor by 2015.

2.1 National development goals and the National Program Against Child Labor

The current Arroyo administration has made a strong commitment to pursue the war against poverty and to promote universal primary education, which is clearly reflected in the Medium-Term Philippine Development Plan (2001–04) and in the longer-term 2015 Millennium Development Goals.

On 9 August 2002, the National Child Labor Committee adopted for the first time a specific target on the elimination of the worst forms of child labor by 2015 in line with the Millennium Development Goals. In setting a new and ambitious target for 2015, the NCLC fully recognizes how the goal of reducing the worst forms of child labor by 75 percent is closely linked to the two overall national development goals of eradicating poverty and achieving universal primary education. Education for all, for instance, will remain an unmet challenge if 9.6 percent of the nations' 24.85 million children continue to work in hazardous environments, and are not provided with meaningful alternatives.⁴

It is also unlikely that these 2.39 million children, who are trapped in low-paid, low skilled and hazardous jobs, and who are effectively excluded from education, will ever break the vicious cycle of income poverty, low education levels and child labor. Figure 4 highlights how the National Program Against Child Labor will reduce significantly the worst forms of child labor and will contribute directly to the attainment of the national development goals as

⁴ The National Economic Development Authority, a member of the NCLC, was requested to come up with the progressive targets during the period until 2015. These targets will need to be reviewed together with the review process of the Philippine Development Plan and the NPACL.

reflected in the Medium-Term Philippine Development Plan (2001-2004) and the 2015 Millenium Development Goals.

Table 4: 2015 Millennium Goals and the National Program Against Child Labor	Current 2002	Target 2005	Target 2010	Target 2015	Means of Verification
<i>Eradicate extreme poverty</i> (Proportion of population below the poverty line)	39.4	33.8	28.2	22.6	Poverty indicators
<i>Achieve universal primary education</i> (Enrolment ratio)	96.4	97.6	98.8	100	Educational indicators
Corresponding goals with regard to child labor	2001	2005	2010	2015	(To be identified)
<i>Eliminate the worst forms of child labor</i> (Proportion of child population exposed to hazardous work environments)	9.6	8.0	5.2	2.4	National survey on working children

2.2 The National Program Against Child Labor and the Project

The development objective of the Project is to support the Government of the Philippines in achieving its goal of reducing the worst forms of child labor by 75 percent by 2015.

The Project has been designed to form part of the national framework for time-bound action that has been developed in the National Program Against Child Labor, and it will be the first and perhaps the most significant contribution towards the achievement of this important objective. But the Project is only the beginning; it is one of two essential US Department of Labor-funded programs that together form part of a larger and coordinated framework of national and international collaboration for the elimination of the worst forms of child labor in the Philippines.

The companion program is the US\$ 5 million Education Initiative, which will be based on a process of competitive bidding, and will focus on providing educational alternatives to working children and children at risk of work in the same target areas. Other support programs will include such national programs as the 'Poverty-Free Zones (PFZ)' and 'Education for All (EFA)' as well as programs in education and poverty alleviation funded by the Asian Development Bank, UNICEF, the World Bank and other international agencies (See Table 6 and Section 7.3).

The Project will in itself target a total of 44,500 children in eight provinces across the three main island clusters of the country⁵. The two US Department of Labor-funded programs will cover the six priority sectors of the National Program Against Child Labor as identified by the members of the National Child Labor Committee and its stakeholders. But given the present level of inputs and resources available they cannot be expected to meet the needs of the hundreds of thousands of children working in other hazardous sectors in other parts of the country.

The Project will continuously strive to mobilize additional resources from private as well as public sources at both the national and international level. An overriding objective is to identify and secure funding for sustained and time-bound action within the National Program

⁵ Given the absence of gender disaggregated data for some of the target sectors, the proportion of girls to boys in the worst forms of child labor is not known, and it is therefore not possible to establish targets for the number of girls and boys that the program shall support. Such targets will be established as quickly as possible, and as soon as the baseline surveys have been completed.

Against Child Labor or to initiate additional support programs to cover other target groups in other priority sectors in other parts of the Philippines.

2.3 The Time-Bound Approach

The Philippines is the fourth country in the world to develop and implement a national program for the elimination of the worst forms of child labor, and the first country to do so in East Asia.

As in El Salvador, Nepal and Tanzania, the Philippine National Program Against Child Labor places special emphasis on combining sectoral, thematic, and area-based approaches in combating child labor. Direct action against the worst forms of child labor will thus be closely linked to the national development effort as a whole, to economic and social policies, from macro-economic performance to population dynamics, education and labor market policies.

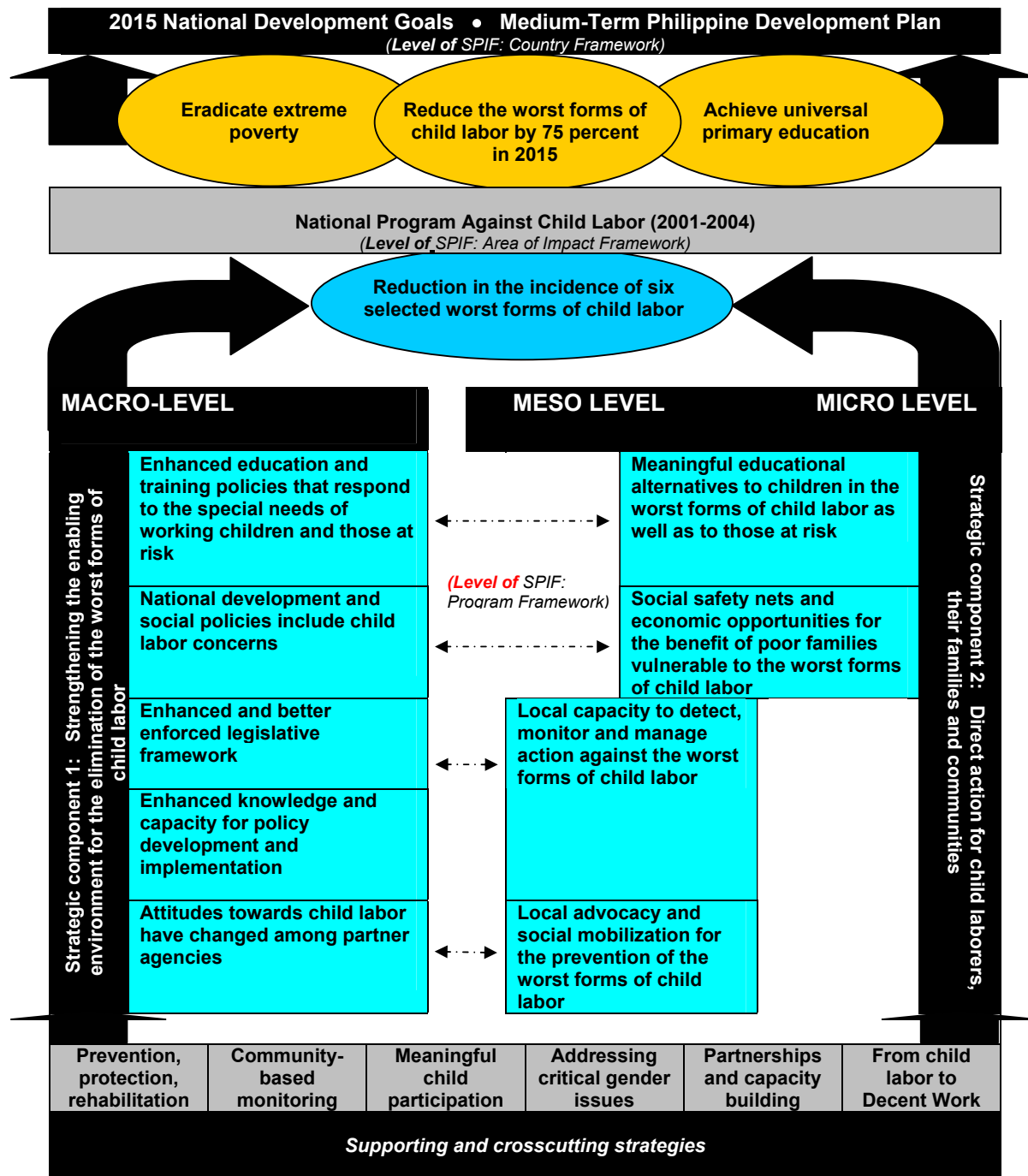
In a continuous development of the Time-Bound Approach, and in support of the National Program Against Child Labor, the Project introduces a new level of action - namely the “meso-level”. Lim (2002) has first introduced this level in a recent, joint ILO–Asian Development Bank study, where the meso-level is identified as a crucial strategic component of any national framework for the elimination of child labor.

As shown in Figure 3, the meso level complements national level efforts for strengthening the enabling environment at the macro level (strategic component 1) as well as direct action for child workers and their families at the micro level (strategic component 2). Action at the meso-level essentially entails enacting and reactivating a whole range of actors in direct support of children and families most in need – from the regional and provincial authorities to local government units, workers’ and employers’ organizations as well as non-governmental organizations and community-based organizations. The end-goal is to create a critical mass of national actors and local networks to identify, monitor, manage and coordinate sustained action against the worst forms of child labor.

BOX 2: TBP Requirements

- ✓ strong political will and a commitment to policy reforms that address the root causes of the worst forms of child labor;
- ✓ public accountability of progress made towards the implementation of national policy to combat the child labor problem;
- ✓ building innovative partnerships with governments, international organizations and financial institutions;
- ✓ social mobilization and campaigns on the effects of the worst forms of child labor on children and society, and the issues of child rights, protection and education;
- ✓ rapid response measures for prevention, withdrawal and rehabilitation of the victims of the worst forms of child labor;
- ✓ links to poverty alleviation and quality education that will blend with the policies and objectives of eliminating child labor;
- ✓ gender mainstreaming to ensure that gender inequality is recognized and addressed as a potential cause of the worst forms of child labor; and
- ✓ strengthening national capacity, as part of sustainability, to analyze, design and implement further interventions in response to changing circumstances.

Figure 3: Strategic Framework of the Project



2.4 Elements of the strategy

The goal of eliminating child labor, particularly in its worst forms, can only be achieved with the total commitment and participation of governments, social partners and stakeholders. Since there is already a large number of well-established institutions at the meso-level that are committed to the elimination of child labor, and since ILO-IPEC has a proven track record in promoting new networks and alliances, the Project will actively promote activities at this level.

As shown in Figure 2 above and as described in detail in the following, action at the meso-level will take place alongside a set of activities for strengthening the enabling environment at the macro level and for direct action for child workers and their families at the micro level. Within the overall strategic framework, the Project consists of nine strategic focus areas.

BOX 3: ILO Convention No. 182 and the Time-Bound Approach

The unanimous adoption of the ILO's Worst Forms of Child Labor Convention (No. 182) by the International Labour Conference in June 1999 represents an important milestone in the history of the ILO's International Programme on the Elimination of Child Labour and in the global battle against child labor.

As of June 2002, 130 countries have ratified the Convention, two-thirds of which are, notably, from developing countries. As part of its continued commitment to eliminate child labor, and especially in its worst forms, the Republic of the Philippines registered its ratification on 28 November 2000.

The Worst Forms of Child Labour Convention supplements the Minimum Age Convention, 1973 (No. 138). While ILO Convention No. 138 requires the adoption and pursuit of national policy to ensure the effective abolition of child labor, ILO Convention No. 182 calls for immediate measures to secure the prohibition and elimination of the worst forms of child labor as a matter of urgency. For the purposes of the Convention, the term "child" applies to all persons under the age of 18 years, and the worst forms of child labor comprise: i) all forms of slavery, or practices such as trafficking and debt bondage, and forced labor, including the use of children in armed conflicts; ii) the use, procurement or offering of a child for prostitution or pornography, iii) the use, procurement or offering of a child for illicit activities, including for the production and trafficking of drugs; and iv) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety and morals of children.

To this end, the Convention requires effective and time-bound measures to: prevent the engagement of children in these activities; provide direct assistance for their removal and rehabilitation; ensure their access to free basic education; identify and reach out to children at special risk; and take account of the special situation of girls.

The Time-Bound Approach has been developed as an improved modality designed to assist countries to eliminate the worst forms of child labor within the shortest possible time frame. It essentially reflects a growing international consensus that targeting the worst forms of child labor is not only morally right but also an important step towards breaking the vicious cycle of poverty and eliminating all forms of child labor in the longer run.

2.4.1 Strengthening the enabling environment

Strategic Component 1: Strengthening the enabling environment for the elimination of the worst forms of child labor				
Enhanced knowledge and capacity for policy development and implementation	Enhanced and better enforced legislative framework	National development and social policies include child labor concerns	Enhanced education and training policies that respond to the special needs of working children and those at risk	Attitudes towards child labor have changed among partner agencies

2.4.1.1 Knowledge and capacity for policy development and implementation

At the macro level, it must be emphasized that the success or failure of significantly reducing the worst forms of child labor critically depends on the development of child-labor related

programs and policies. But the elimination of the worst forms of child labor further hinges on the quality and level of child labor-related research that these are based on, as well as on the efficiency of institutions and governance structures of both government and civil society to achieve the national goal through coordinated action.

Information on child labor levels and trends, and on how child labor relates to a broader range of social, economic and demographic factors, is not only a critical input in the design and implementation of effective strategies for eliminating the worst forms of child labor. It is also essential for monitoring progress in the fight against child labor. The Project will therefore put significant emphasis on the development of a stronger national knowledge base and on the capacity to make good use of available data in the design, implementation, monitoring and evaluation of interventions. Financial and technical inputs will be provided to sustain the collection of data on child labor at the national level as part of established surveys. The users and producers of the knowledge base will be government agencies, workers' and employers' organizations, non-governmental organizations and other key stakeholders of the Project.

Special emphasis will be provided to the production of gender-sensitive and sex disaggregated data, which is critical to a deeper understanding of the patterns, causes and consequences of child labor. As a crosscutting strategy of the Project (See Section 2.6.4 below), ILO-IPEC will sponsor training on gender mainstreaming, gender analysis and on the special situation of the girl child to all of its partner organizations. These will include training to research institutions and members of knowledge networks under the Project, on how to collect and make good use of gender disaggregated data on child labor.

The Project will also assist partners in data collection and analytical work in such areas as vulnerability assessments, analysis of poverty among the most vulnerable groups and for the development of targeting strategies. Special attention will be paid to enhancing the knowledge base on the worst forms of child labor that have not been extensively researched so far, including child soldiers and children in agriculture. Such research is intended to facilitate a future expansion of the Project and/or new national as well as international programs that will target other hazardous sectors and situations where children work.

The institutional framework to coordinate child labor activities in the country is well established within the framework under the multi-sectoral National Child Labor Committee. Current plans to institutionalize and expand the role of the committee in coordinating concerted nationwide action against child labor in general – and the worst forms of child labor in particular – will be supported by the Project.

The Project will specifically focus on enhancing the knowledge base and the capacity of the committee to: (i) carrying out additional coalition-building activities to strengthen the constituency and networking of both national and international development partners that support the battle against the worst forms of child labor; (ii) developing strategies for scaling-up or replicating the Project, including resource mobilization, arrangements for coordination and information sharing; and (iii) influencing policy frameworks such as the Medium-Term Philippine Development Plan and the mobilization of national resources through the various government agencies, including the National Economic and Development Authority (NEDA) and the Department of Budget and Management.

2.4.1.2 Legislation and enforcement

“The State shall defend the right of children to assistance, including proper care and nutrition and special protection from all forms of neglect, abuse, cruelty, exploitation, and other conditions prejudicial to their development.” (Article XV, Section 3 of the Philippine Constitution)

Legislation, while not a sufficient guarantee to eliminate child labor, is a necessary basis for taking action against it. Legislation moreover provides a mandate for governments, working in cooperation with civil society, to articulate and pursue programs for the benefit of children trapped in the worst forms of child labor.

The Project will support the development of child-labor related legislation, by actively promoting the passage of three proposed “*Magna Cartas*”, i.e., the *Magna Carta for the Working Child* (Senate Bill 2155), the *Magna Carta for Domestic Workers* and the *Magna Carta against Trafficking*. New legislation will subsequently be reviewed to assess deficiencies and contradictions – if any – in existing and proposed child labor-related legislation, and in order to facilitate coherence and full compliance with ILO Conventions Nos. 138 (1973) and 182 (1999).

In line with the pending *Magna Carta for the Working Child*, the Project will provide technical and logistic support through training, support to workshops and expert inputs for the National Child Labor Committee to fulfill its new mandate, which includes the promotion and enforcement of the Act as well as all relevant provisions of the UN Convention of the Rights of the Child (1989), ILO Conventions Nos. 138 (1973) and 182 (1999) and other relevant ILO Conventions and treaties, as well as other national legislation and standards on child labor.

Support will also be provided for the dissemination of and sensitization on new child labor-related legislation to key stakeholders, and the Project will facilitate the establishment of a network of judges against child labor. Training and capacity building will be provided to the judiciary, the police, labor inspectors, NGO representatives and other stakeholders of the law enforcement system. The training itself will be gender mainstreamed to assist in building a greater understanding of how legislation may differ in its effectiveness and outreach vis-à-vis boy and girl children working in different sectors and under different circumstances.

The Project will further work with the Philippines Human Rights Commission to incorporate ILO Conventions Nos. 138 and 182 – both fundamental human rights conventions – as an integral part of its mandate and work. To enhance the system of enforcement, technical assistance will be provided to the Philippines Human Rights Commission to promote and monitor strategies and solutions for the enforcement of child labor-legislation in the Philippines and to reduce lengthy processes of litigation.

2.4.1.3 Development and social policies include child labor concerns

As they have a direct and proven impact on the incidence of working children in each of the six priority worst forms of child labor, the Project will address the need to integrate child labor in macro-level policies dealing with poverty, employment, labor and social policies.

The National Child Labor Committee plays an important role in promoting a child labor sensitive policy framework, since existing and new members of the committee will be provided support to contribute to policy-making through the Project’s component on

capacity, knowledge and coordination mechanisms (See Section 2.4.1.1 above). A major objective of the National Child Labor Committee will be to ensure that child labor concerns as well as specific targets for its elimination are advanced in new and existing policies and plans, including the Medium-Term Philippine Development Plan (2001-2004).

The Project will also support the formation of national networks of policy-makers and planners, comprising of representatives from various agencies, who contribute to the regular formulation of national policy. A series of meetings will be followed by advocacy, training and awareness-raising activities in order to equip network members with the knowledge and strategies needed for the formulation of '*child labor-sensitive*' policies, programs and plans. Similar networks will be promoted and established through consultation and support to employers' organizations, business associations, trade unions and other civil society organizations.

The formulation of anti-child labor networks will further contribute to mainstreaming child labor into development policies and programs in other sectors, such as agricultural development, rural/urban development, sectoral or industrial development (e.g. infrastructure, mining/quarrying, fisheries and tourism policies and programs). As a prerequisite to the policy development networking process, the Project will launch specific policy analyses and policy reviews, including a review of whether economic development strategies geared towards labor/employment-intensive investments in specific sectors does not rely on technology and methodologies that require the involvement of children.

The project will integrate the initiatives under the ongoing IPEC Development Policy Network (DPNet) Project which aims to bring together leading research institutes and policy makers at the national and inter-regional levels to share and expand knowledge and influence policies in favor of the elimination of child labor.

2.4.1.4 Education and training

Education for all supports economic growth and poverty alleviation efforts in the long term, but education is also one of the most important strategies to combat the worst forms of child labor. As enshrined in the 2015 Philippine Millennium Development Goals, it is the goal of the Government to raise the country's human capital by investing in education and training.

At the national level, efforts will be directed towards mainstreaming child labor in policy, programs and planning for education, by linking all concerned government agencies and mobilizing teachers' associations in anti-child labor networks. Such networks will be equipped and empowered to make recommendations for reforms in support of free basic education at the local level and for strengthening educational delivery and management systems that cater to the specific needs of working children. Given the precarious situation of impoverished families and children at risk to child labor, and given the government commitment to ensure access to free basic education and appropriate vocational training, the Project will also promote educational policies and programs that decrease the high direct cost of education and that address the special situation of children vulnerable to child labor.

Another priority area of the Project is to support flexible and inclusive education that cater to the needs of the hundreds of thousands of working children who are attending school, but suffer from various work-related problems such as difficulty in catching up with lessons, absenteeism, tardiness and low grades. This includes the provision of educational assistance and supplemental lessons, such as tutorial and remedial classes and other schemes, which

would allow the child worker to continue to participate in a formal classroom setting. In order to improve retention rates and reduce the high incidence of dropouts, it is also important that teachers are made aware and sensitized on the needs and concerns of working children.

With regard to the provision of vocational training for children aged 15 and above, the Project will consult closely with government agencies, trade unions and the employers' organization on ways of strengthening the system of vocational training and of making it more responsive to the needs of former child laborers. The feedback and guidance from ECOP is particularly important in this regard, since the employers' organization has an important role in ensuring that vocational training policies and programs are tailor-made to meet the needs of the private sector and match the economic scenario and employment policies of the country.

In addition, the Project will support non-formal, non-graded and alternative modalities of teaching that are designed to promote such basic skills as functional literacy and numeracy, and that would allow a child to continue his or her education even outside the formal classroom setting. Owing to the special needs of working children from disadvantaged indigenous communities, the Project will also promote the development of a flexible curriculum that is adapted to local contexts and languages.

2.4.1.5 Changing attitudes and building alliances against child labor

The Project aims to strengthen the broad-based alliance of government, employer's, trade union and civil society organizations that are committed to move the anti-child labor agenda forward through the formulation of child labor sensitive policies and programs and awareness raising on the issue of child labor. It will work to strengthen the establishment of cross-sectoral linkages, new partnerships, networking and sharing of information as part of a wider mobilization campaign against child labor. The end goal is to achieve convergence of resources and to actively broaden the involvement of the ILO constituents and other key stakeholders in the battle against the worst forms of child labor, including key government officials, political leaders, employers, trade union advocates and high-level decision makers.

The Project will also pursue the related strategy of promoting corporate and/or sector specific codes of conduct and information dissemination. The end goal of the Project is to mobilize all actors and key civil society institutions – including teachers, workers' and employers' organizations, members of professional, parish groups and the child laborers themselves – and to ensure that action against child labor and for education is translated into national and local development agendas and transformed into sustainable strategies and programs. Organizations, whose mandate is to promote gender equality, will be actively involved in this process, in an attempt to address the issues of gender equality and the special situation of the girl child worker in the formation of cross-sectoral and inter-agency alliances.

In raising public awareness of the causes and consequences of child labor, the Project will promote the creation of a national advocacy and awareness-raising action plan. By bringing anti-child labor messages across the country in a coherent and coordinated manner, the Project will contribute to the creation of political will, enhancement of corporate responsibility and to engaging the general public in the new global cause to eliminate the worst forms of child labor. In designing the specific tools and components of the national

advocacy and awareness-raising plan, the Project will build upon the new IPEC SCREAM⁶ modules for participatory, cost-efficient and powerful advocacy against child labor.

In order to assess the specific requirements of awareness raising and advocacy interventions, and to establish a measurable baseline, the Project will conduct an attitude and opinion survey at the national level as well as in selected program areas. The Project will facilitate the implementation of the action plan by providing advocacy and information materials to media operators, educators and other stakeholders, using tri-media approaches and new telecommunication technologies. The Project will also strengthen the capacity of the media operators to understand and to portray child labor related issues in a child- and gender-sensitive manner.

2.4.2 Direct action

Strategic component 2: Direct action for child laborers, their families and communities			
Local capacity to detect, monitor and manage action against children in the worst forms of child labor	Social safety nets and economic opportunities for the benefit of poor families vulnerable to the worst forms of child labor	Meaningful educational alternatives to children in the worst forms of child labor as well as to those at risk	Local advocacy and social mobilization for the prevention of the worst forms of child labor

2.4.2.1 Local capacity and knowledge to identify and monitor child labor

As a starting point for direct action to combat the worst forms of child labor, the Project will focus attention to the community and provincial (meso) levels. Through networking and through concerted action of government institutions and civil society in each target province, the Project aims to create a critical mass of local actors with the capacity and resources needed for sustained action against child labor.

In the eight provinces targeted for direct action (See Chapter 3), the Project will launch data collection in order to identify and subsequently monitor the sectors and areas where the target groups are situated. The data so generated will form the basis for developing provincial plans of action in managing and monitoring action against the six selected worst forms of child labor. An increased understanding of the problem and of past experiences generated in dealing with the problem will contribute to more advanced planning and a more focused implementation of interventions to combat the worst forms of child labor. Under the current IPEC projects on fishing and mining, databases have been developed and these will be integrated into the TBP monitoring system.

Baseline studies will be undertaken during the first six months of the Project to provide detailed, more accurate information on the target groups in the specific project areas and to enable an assessment of the impact of the Project, including a comparison of before-and-after, with-or-without interventions and across the areas targeted by the Project. These studies will be used to identify target children and their families as well as to obtain information that will be crucial for designing the social protection measures and support services required.

The baseline studies will be based on participatory research methods, but the sampling frame will still allow for comparison across target areas. The new studies will build on and validate

⁶ SCREAM stands for Supporting Children's Rights through Education, the Arts and the Media. Through creative and innovative teaching methods, the program aims to inform young people about child labor and support them in developing appropriate responses.

information derived from previous 'cursory rapid assessment' studies that have been funded by the US Department of Labor, particularly those covering the identified target groups and Project areas. The new studies will also build on and validate information derived from previous studies, particularly those covering the identified Project areas.

Also, the baseline studies will be designed to provide sex-disaggregated data on the problem as well as on the number of boys and girls in each of the six priority sectors. This is not only critical for improving gender equity in the process of setting targets at the local level, but is also invaluable for the design and refinement of local-level policies and programs. Provincial authorities and communities will be involved in reviewing and validating the data generated by the baseline studies. A database on the children involved in the six selected worst forms of child labor and those at risk will be established by IPEC and maintained through the Planning and Development Offices of the selected provinces/municipalities. Databases developed under the current IPEC projects on fishing and mining will be integrated into the system.

Technical and financial inputs will be provided to enhance coordination and cooperation across and within the many entities, actors and stakeholders required for successful implementation of action against the worst forms of child labor at the provincial level. The Project will actively promote local resource allocation and integration of child labor programs into local development plans and budgets.

Similarly, but at the level of the family and individual households, the Project will promote the participation of all family members, both children, husbands and wives, to foster a broad ownership in Project activities. Such a family approach is important in order to avoid that brothers or sisters working in other sectors than the six priority sectors are marginalized vis-à-vis a sister or a brother that is supported by the Project due to his or her involvement in one of the six selected worst forms of child labor.

Particular attention will be paid to improve the efficiency of the existing SBM-QATs for detecting and rescuing children in the worst forms of child labor. The failure and success of the SBM vary significantly across the country, and the Project will provide support for knowledge sharing by the Quick Action Teams in target provinces, with a view to overcoming barriers for the scaling-up and replication of successful SBM-QATs throughout the country. Project support will also include improving coordination mechanisms of SBM members, support for data base management and documentation of abuse and exploitation of children.

To supplement the above-mentioned strategies for monitoring and managing action against the worst forms of child labor, the Project will also support new initiatives for an efficient workplace monitoring of child labor. The social partners of the ILO will be actively engaged in this process, through awareness raising campaigns aimed at their constituencies as well as in training and capacity building for detecting and reporting on child labor in local establishments and informal sector industries. But in order to adequately cover the workplace monitoring in less formal and household-based workplaces, the Project will also include communities and vigilance groups as part of a larger community-based monitoring system.

2.4.2.2 Economic empowerment of families exposed to the worst forms of child labor

Improved economic conditions of poor households and existence of social protection mechanisms are important factors that can weaken the incentive of families to send their

children to work in the worst forms of child labor. On the other hand, poverty, unemployment among adults, low purchasing power and lack of credit and alternative sources of funds make families unable to finance their children's schooling and/or force them and their children to supply child labor to supplement household income or to sustain the families' immediate subsistence needs.

As a first step, and building on the previous studies conducted under the preparatory phase, the Project will identify, map and assess all new and existing programs and services for the economic empowerment of families and communities in each of the eight target provinces⁷. When compared with the baseline data on the socio-economic situation of households affected by the worst forms of child labor, the Project will be in a better position to identify where such families can be linked up with existing support programs, or where new interventions are required. Such interventions range from employment-intensive programs⁸, to skills training and promotion of small enterprises, to micro-finance, to income generating activities and community-based health insurance and social security schemes.

In general, the Project will influence local development planning and administration at the provincial and community level to mainstream child labor concerns in the various policies, programs and projects that are aimed at enhancing economic opportunities or building safety nets for poor families and communities. A first effort will be to support the Department of Labor and Employment to make use of the incidence of child labor as a key criterion in the selection of new Poverty-Free Zones (PFZ).⁹

More specifically, the Project will seek to broaden the access of targeted families to financial services and to the government's ongoing income-generating schemes, livelihood and employment services. This will include direct support to families for choosing between various economic options as well as support to families by the provision of training that will allow them to make good use of such options (vocational technical skills, micro-finance or business management training).

Towards strengthening the labor market, the Project will promote harmonization of efforts among service providers of skills training for the poor and low-skilled workers and those of the agencies and actors involved in the creation of opportunities and development of small enterprises. The end-goal is to provide meaningful alternatives and enterprise-based opportunities for parents of child laborers or for former child laborers that have obtained relevant vocational training.

The Project will further facilitate the establishment of micro-finance structures at the community level to provide access to services that will make additional income for the targeted families possible. Sustainability shall be a major consideration in setting up the systems for micro-finance¹⁰. Good practices on enterprise development and management of

⁷ An overall program mapping was undertaken as part of the preparatory work of the Time-Bound Program in the Philippines, but was not able to come up with detailed data for the specific target areas to be covered.

⁸ Employment-intensive programs refer to such initiatives such as labor-based employment-intensive infrastructure works, food-for-work schemes, etc

⁹ PFZs are intended to elevate the socio-economic status of communities through the convergence of important services, particularly those of the government, in these communities. The PFZs will also benefit from technical assistance to be provided by ILO under its Action Program on Decent Work in the Philippines.

¹⁰ While in principle funds remaining from the resources allocated for the micro-credit fund need to be returned to the donor upon completion of the project a final decision on this matter will be made as part of the evaluation process and be subject to sustainability concerns.

income generating activities will be replicated in a way that is appropriate to the context of the local economy and to the characteristics of the target families and communities.

Depending on the nature of child labor in each of the six target sectors, the Project will adopt a combination of workplace- and community-based strategies to address the specific social protection needs of each target group. The Project will first and foremost seek to ensure access to basic health and social services. But it will also aim to respond to the emergency needs of the target children - such as the victims of abuse and/or sexual exploitation.

To complement increased access to institutional services, enhanced social protection shall be afforded to the target children and their families through the promotion and strengthening of community-based safety nets particularly for those vulnerable to child labor. This will involve strengthening or establishing community-based health insurance and social security schemes, and improved access to family planning knowledge and services.

Occupational safety and health (OSH) in the workplace will be promoted as a complementary tool against the worst forms of child labor. The conduct of OSH assessments at specific sector workplaces can also play a role in corroborating the need for technology change in specific sectors such as mining/quarrying, fishing, pyrotechnics and agriculture. It will also point to ways of removing the hazards that compromise the safety and health of working children in these sectors. The end goal is to improve the provision of OSH services and a more systematic monitoring of workplaces.

An intensified information campaign on OSH shall be pursued within the target communities, including workplaces, for the children and adolescents and adults. The campaign will focus on local government officials who may be persuaded to pass local ordinances ensuring occupational safety and health services in the communities' workplaces. Establishments will in turn be encouraged to provide health and medical programs for working children, and families will be made aware of the harmful conditions of specific occupations.

2.4.2.3 Education and training to combat child labor

The 2001 National Statistics Office (NSO) survey on working children estimates that 30 percent of these children do not attend school. Education is a high government priority, but most formal and non-formal education and vocational programs are not designed to meet the needs of children at work or at risk to working in the worst forms of child labor.

Although the Philippine Constitution provides for free primary and secondary education, it is only the school tuition fees that are free. There is therefore a need to emphasize educational assistance projects and to reduce the cost of school expenses, mainly for books, uniforms, supplies, and transportation. The Project will expand successful education assistance projects, which have been implemented by local NGOs with the support ILO-IPEC.

In a number of communities, ILO-IPEC support is matched and even superseded by local government counterpart funding, a trend that is encouraging. Broadening access to education is done through financial support to schools in terms of educational scholarships, recreational activities and services provided by parateachers¹¹ to keep children in school.

¹¹ Parateachers are not full-fledged teachers, but may be volunteers, part time workers provided with specific training.

The Educational Research and Development Assistance Foundation (ERDA) has initiated the provision of earning opportunities for working children in school under supervised schemes, including hand-painting T-shirts and paper recycling, which ERDA sells in order to provide additional opportunities for developing the skills and talents of the children, through art, drama, and design classes. Such strategies will be fine-tuned and promoted under the Project.

The Project will support the Child Labor Education Task Force and its localization initiatives. The local education task forces will be tapped by the Project, particularly in the orientation of education officials on the Education Agenda and in designing special planning, monitoring and accreditation tools for the benefit of children at risk to the worst forms of child labor.

Moreover, the Project will build and strengthen partnerships among teachers, parents, and communities, and local government units. Such partnerships are essential in scaling up successful educational interventions and such partnerships involve sharing responsibilities to support the children in the worst forms of child labor. Focus will be on creating the capacity to ensure proper monitoring and prevention of dropout and bad performance because of child labor.

The Project will continue to work closely with Education International, building on the gains from the Norwegian-funded project which provided capacity building to member organizations, including the PPSTA, the National Alliance of Teachers and Office Workers (NATOW) and ACT. Teachers will be sensitized to the needs of working children, particularly working girl children. The teachers and their organizations will also be mobilized for undertaking joint action with the Department of Education to set common parameters and standards of action against child labor, including curriculum development with a child labor component. The teachers' associations will conduct dissemination and training activities within their own organizations. They will be developing and testing pilot strategies in school-based and community-based interventions on child labor. These experiences will be the basis for the Department of Education to mainstream the best practices and recommendations into policy and programs.

The Project will support the promising Functional Education and Literacy Program (FELP) and the Alternative Learning System (ALS) of the Department of Education in making sure that the needs of working children, especially those who are in the worst forms of child labor, are taken into consideration, through assessment, reviews and development of child labor modules:

- FELP does not focus only on basic literacy and numeracy but also on modules with relevant livelihood skills. Prototype materials are distributed and adapted to the field. Sessions are organized depending on the interest and needs of the student. A mobile teaching strategy may be used whereby the teacher goes from one community to another. The Project will support this process by providing support to these mobile teachers in the form of special training and through the development of a flexible curriculum adjusted to the needs of working children or children at risk to the worst forms of child labor.
- Aside from the major concepts (Mathematics, Science, Culture, etc), ALS places emphasis on the acquisition of skills required by the industry through demand-based courses. Those who have completed the ALS modules are encouraged to take the Philippine Educational Placement Test (PEPT), a test of the formal educational

system. The ALS Equivalency and Accreditation System thus provide tools and mechanisms for entry or re-entry from non-formal to formal education.

Most of the working children who are 15 years of age and above that are withdrawn from the worst forms of child labor are not in a position to re-enter formal education. In cooperation with the Technical Education and Skills Development Authority (TESDA), the Project will provide such children with support to vocational training on market-oriented skills. As a starting point of such cooperation, the Project will launch a review of the vocational training system in order to address and to find ways of changing such critical challenges as: (i) low employability of candidates vis-à-vis high youth employment, (ii) heavy sex-segregated training opportunities offered to girls and boys, (iii) and problems faced by former child laborers in keeping up.

The Project will also work to establish linkages with the private sector, which will be encouraged to provide skills training materials and to facilitate the employment of these former child laborers. Similarly, the overall coordination between training centers and job placement services will be strengthened to ensure that trainees acquire the necessary skills for the labor market.

2.4.2.4 Local advocacy and social mobilization

Any direct service delivery at the local level will be supported by a comprehensive set of awareness raising and social mobilization activities. Such activities will build on local capacity and will be rooted within local contexts, such that local actors will make use of relevant methods and local experiences. Children's participation will be promoted, as children are powerful witnesses and presenters of the causes and consequences of their own lives and work.

The Project will also strengthen the capacity among local stakeholders, educators, workers and employers groups, business association, professional societies, community and parish groups to integrate child labor concerns into local policies and programs and to campaign against child labor. In order to ensure ownership and participation of the target groups, the Project will launch community-based awareness raising programs by and for community organizations and children's groups.

Local media has an important role in generating awareness on the ill effects of child labor, and thus the Project will promote the active involvement of local media (radio, television networks and print media in local languages that are tailored to the situation of local communities). Further, the Project will promote advocacy events and campaigns on child labor, emphasizing the particular situation of boys and girls, through arts and sports events, local fairs, etc. and involving local and/or national celebrities as good-will ambassadors.

To ensure a high quality of awareness raising activities, the Project will conduct partnership profiling, capacity assessment and resource mapping in order to avoid overlapping of activities and to ensure convergence and mobilization of resources for sustainable action against child labor. Cross-sectoral linkages and partnerships will be built within different local and regional government agencies, and the participation of key government officials, political leaders and decision-makers will be strengthened through these processes.

As the role of teachers is of particular importance in sensitizing local communities on the need for education, the Project will mobilize their support in local advocacy. In addition, the

Project will continue to broaden the scope of activities and the network of partners to create a critical mass for a sustained anti-child labor movement at the local level.

2.5 Target group strategies

On the basis of past and present ILO-IPEC experiences in combating child labor in the Philippines, the Project will adopt a specific set of interventions for the elimination of the worst forms of child labor in each of the six priority target groups of the Project.

The key intervention areas at the macro level as well as at the meso- and micro levels are outlined in the target group matrix below (Table 5). Whereas the thematic intervention areas that are applicable to each of the six target groups are described in the above, Table 5 highlights how the ILO-IPEC will also implement critical support services and activities that are tailor-made to tackle the problems and situations of children trapped in each of the six worst forms of child labor.

The IPEC experience in the Philippines clearly show how sustainable action for the elimination of the worst forms of child labor in any of the six selected priority sectors entails a comprehensive and holistic set of interventions. Fortunately, the ILO-IPEC and its partners have gained considerable experience in developing and implementing such approaches during a minimum of eight years of operations in the country. As a general principle, the ILO-IPEC will work with broad-based alliances of partners, but only with partners that have already gained substantial experiences in providing the range of services needed to effectively reach and rescue children trapped in the six worst forms of child labour.

Wherever possible, the Project and its partners will link up with and support existing initiatives and strategies that have proved to be cost-efficient, sustainable and effective. The intervention areas highlighted in the below primarily outline the work that the ILO-IPEC itself will initiate, support and facilitate in order to create a visible change for 44,500 children in the worst forms of child labour in the Philippines. Such interventions include, but are not limited to:

Table 5: Target Group Strategies

	Strengthening the enabling environment <i>Macro level</i>	Direct action <i>Meso- and micro levels</i>
Children in mining and quarrying	<p>Supporting appropriate institutions in strengthening the implementation of laws governing mining and quarrying at the national and regional level, including the <i>Mining Act, Land Use Act, IPRA law</i>, etc</p> <p>Data collection on boy and girl children working in mines as well as in the communities affected by the mining industry</p> <p>Promote mainstreaming child labor concerns into policies and programs for indigenous people and poverty alleviation in rural areas</p> <p>Raising awareness and conducting research on the inter-linkages of occupational safety and health issues, environmental health, education and child labor in mining and quarrying</p> <p>Promote industry-specific codes of conduct, tripartite structures and strengthening of socially responsible anti-child labor cooperation between large and medium scale operations and small scale mining and quarrying establishments</p> <p>Working with existing national-level poverty reduction programs to improve conditions in areas of origin and to prevent the steady flow of migrants into mining areas of the country</p>	<p>Institutional capacity building, research and awareness raising on environmental health and occupational safety and health</p> <p>Strengthening of local-level inspection systems (particularly through possible collaborative arrangements between the DOLE and appropriate local government units, health referral systems and installation /strengthening of community-based monitoring systems) to respond to the migration and <i>gold rush</i> phenomena associated with small scale mining and quarrying</p> <p>Policy development, research and inter-agency cooperation between local level government units and agencies, including (the Department of Environment and Natural Resources (DENR), the Department of Health (DOH), DOLE, etc.</p> <p>Support the strengthening of corporate tripartite structures and cooperation mechanisms with regional and local authorities, including the establishment of big company / small company linkages.</p> <p>Community mobilization, education assistance and provision of alternative livelihood strategies, with particular attention to the infusion of low-cost alternative technologies and strengthening of sector-specific businesses and upgrading of craftsmanship through vocational training to adults and adolescents alike by appropriate government training agencies, particularly TESDA</p>

	Strengthening the enabling environment <i>Macro level</i>	Direct action <i>Meso- and micro levels</i>
Child domestic labor	<p>Gathering and exchanging information, especially on conditions under which child domestic work becomes worst forms of child labor</p> <p>Supporting the establishment of a nation-wide system of registration of all child domestic workers</p> <p>Advocacy programs for social change and partnership building with decision-makers and key influencers, including government officials, trade unionists and employers</p> <p>Supporting the passing by the Philippine Congress of <i>Batas Kasambahay (Magna carta on Domestic Work)</i></p> <p>Introducing the use of work contracts, and advise employers of the new legal provisions pertaining to the employment of domestic workers and promote legal action against transgressors</p> <p>Promoting the standardization of salaries for domestic workers</p> <p>Facilitating access to the Social Security System (SSS) of the Philippines</p>	<p>Encouraging employers to constructively support the schooling of their child domestic workers above 15 years of age</p> <p>Supporting the institutionalization of the provision of educational alternatives for child domestic workers above 15 years of age</p> <p>Promoting best practices among employers of child domestic workers above 15 years of age</p> <p>Supporting the organization of adult domestic workers for the prevention of child domestic work below 15 years of age</p> <p>Supporting the strengthening of the SBM Quick Action Teams for the withdrawal of child domestic workers below 15 years of age</p> <p>Advocating for the prevention of migration and trafficking of girls into child domestic work and related worst forms of child labor</p> <p>Providing educational assistance to prevent poor children from dropping out of school because they are unable to pay the costs associated to schooling</p> <p>Working with school administrations and training teachers to make the curriculum more relevant to girl children to prevent them from becoming child domestic workers prematurely</p> <p>Empowering communities in sending areas and promoting alternative income-supplementing opportunities to prevent child domestic labor</p> <p>Supporting hotline systems and existing/new crisis centers for victims of abuse and building capacity to provide counseling services to victims of abuse</p> <p>Facilitating access to skills training and appropriate job opportunities to provide alternatives to child domestic workers aged 15 –17 who are withdrawn from work</p> <p>Providing necessary psychosocial support to withdrawn child domestic workers and facilitating return of withdrawn children back to their families. Supporting children who cannot return to their homes by life skills training and to finding gainful employment</p>

	Strengthening the enabling environment <i>Macro level</i>	Direct action <i>Meso- and micro levels</i>
Children in prostitution	<p>Development of a sex-disaggregated data base and analytical methodologies for an estimation of the number, causes and consequences of children in prostitution</p> <p>In-depth studies to examine the network of operators for the development of effective and responsive strategies</p> <p>A re-examination of gender concerns, looking at the increasing number of young boys in sex work</p> <p>Multi-media advocacy to raise public awareness on children in prostitution</p> <p>Promote mainstreaming of child labor concerns, of the boy child and girl child, in policy and planning focusing on tourism promotion</p> <p>Supporting institutionalization and implementation of legislation and enforcement that focuses on rehabilitation in lieu of current practices where children involved in prostitution are punished rather than supported by law enforcement agents</p> <p>Generation of new knowledge and dissemination of existing knowledge on the demand-side determinants of children in prostitution and on ways of tackling the problem of children in prostitution in the tourism industry, including the sensitive issue of official corruption.</p>	<p>Promoting partnership and capacity building towards a "Social Services Network" of individuals and institutions for improved prevention, protection, rescue, referral and rehabilitation services</p> <p>Supporting the development of strategic alliances with all major players to prevent trafficking and prostitution, including port officials, operators of transport terminals (airports, bus terminals, etc), transportation operators, hotel owners, etc.</p> <p>Establishment of community-based monitoring and health referral systems which will be linked to and complemented by official monitoring systems</p> <p>Encouraging children's participation in advocacy as well as the adoption of the peer approach, i.e. advocacy by rehabilitated children</p> <p>Ensuring linkages and access to appropriate institutions towards improving direct service delivery, including STD, HIV/AIDS, and health services, rehabilitation, counseling, and mental health interventions.</p> <p>Providing appropriate psycho-social and value-formation approaches as part of their rehabilitation process to severely traumatized victims of child prostitution</p> <p>Providing children in prostitution with educational / training assistance and facilitating access to alternative income and employment opportunities, to draw the children into decent work, away from prostitution and its accompanying lifestyles.</p> <p>Facilitating the return of withdrawn children back to their families, and providing life-skills training to children who cannot</p> <p>Supporting the development of hotline systems and existing / new crisis centers for victims of abuse and building capacity to provide counseling services to victims of abuse</p>

	Strengthening the enabling environment <i>Macro level</i>	Direct action <i>Meso- and micro levels</i>
Children in sugar cane production	<p>Research and statistical surveys to establish sex disaggregated baseline data on child labor in agriculture (including other types of commercial agricultural plantations, such as banana, pineapple and rubber, for a future expansion of the coverage of the Project)</p> <p>Networking and alliance-building among key government organizations, NGOs, trade unions, planters associations, education, tourism, media and church sectors towards increasing awareness and advocacy on the causes and consequences of child labor in the agricultural sector as a whole</p>	<p>Promoting workers' organizations and creating awareness on the issue of child labor among workers and their families in the agricultural plantations</p> <p>Promoting OSH and facilitating access to related services in plantations</p> <p>Promoting enforcement of labor laws, especially relating to occupational safety and health and the minimum wage in agriculture</p> <p>Developing mechanisms that promote alternative income opportunities for families of child workers in the sugar plantations, particularly during "off-farm" season</p> <p>Promoting children's participation particularly in advocacy efforts focusing on families of sugar workers and sugar landlords</p> <p>Providing education assistance, non-formal education, and vocational training for children withdrawn from work</p> <p>Advocacy campaigns on sugar cane plantations to warn child workers and families of aggressive recruiters and dangers associate with taking up work in other worst forms of child labor in the off-farm season</p> <p>Working with the local branches of the Department of Education and providing awareness raising on child labor concerns among teachers in schools attended by children in sugar communities</p> <p>Establishing community day-care centers (to take care of younger siblings so that girls of school age can attend their classes while their mothers and fathers work in the fields)</p>
Children in pyrotechnics	<p>Documentation and sex-disaggregated baseline data on child labor in pyrotechnics, including an estimation of the number of establishments in the country</p> <p>Support the review of policy, legislation and enforcement, particularly towards amending Republic Act 7183 to provide stiffer penalty to erring big manufacturers and non-licensed manufacturers</p> <p>Provide training on the law to labor inspectors</p> <p>Public awareness raising on the ill-effects of children's work in pyrotechnics in nation-wide radio and television campaigns prior to Christmas and new year celebrations</p>	<p>Supporting the industry and its adult workers to improve skills, paving the way for licensing of workers, and promoting the exploration of higher-end products</p> <p>Enhancing Local Government Unit (LGU) participation, including the <i>Barangay</i> Council for the Protection of the Children (BCPC), organizing self-help groups of households involved in the industry and working children themselves</p> <p>Working with the Department of Education and establishing linkages with other education organizations for distance and flexible education programs and for vocational training to working children withdrawn from work</p> <p>Mobilizing employers and consumers against child labor in pyrotechnics</p> <p>Coordination with the national occupational safety and health center and other health related organizations for providing technical support to improve coverage and effectiveness of social protection and OSH at the workplace</p> <p>Coordination with TESDA, cooperatives, and other agencies, to provide alternative livelihood and skills training opportunities to parents</p>

	Strengthening the enabling environment <i>Macro level</i>	Direct action <i>Meso- and micro levels</i>
Children in deep-sea fishing	<p>Broadening and improving the national knowledge base on the circumstances surrounding the existence and persistence of the problem</p> <p>Generation of new knowledge on linkages between child labor and reform initiatives in the fishery sector, e.g. Department of Agriculture (DA) Order No. 17¹²</p> <p>Broadening and strengthening the alliance against child labor in coastal areas and fishing ports, including partnerships with DOLE, DA-BFAR, the Coast Guards and fishing vessel operators</p>	<p>Increasing advocacy by addressing the root causes of the child labor phenomenon as seen and understood by the families, communities and other concerned parties</p> <p>Mobilizing employers, consumers and exporters against child labor in deep-sea fishing</p> <p>Promoting programs for the overall coastal community economy of target sites, particularly through the promotion and strengthening of community/ people's organizations</p> <p>Providing families of opportunities for and access to alternative income generating activities</p> <p>Strengthening workplace monitoring and improving the database at the community level, particularly through local government units</p> <p>Direct delivery services, including provision of education assistance, non-formal education, and vocational training for children withdrawn from work in deep-sea fishing</p> <p>Working with the Department of Education and providing awareness raising on child labor concerns among teachers in schools located in fishing communities</p> <p>Promoting the integration of child labor concerns in local development plans and corresponding budget programming</p> <p>Promoting OSH in the fishing sector and facilitating access to related services</p> <p>Replicating and strengthening municipal task forces, e.g., through paralegal training and organizational development workshops</p> <p>Encouraging children's participation particularly in advocacy efforts (e.g., peer approach by withdrawn children or their siblings)</p>

¹² Department of Agriculture (DA) Order No. 17 pertains to the delineation of municipal waters, thereby identifying respective responsible municipal governments

2.6 Supporting and crosscutting strategies

To supplement the overall strategic framework that has been described in the above, the Project will further integrate six distinct supporting and/or crosscutting strategies in the management of future interventions and activities aimed at the eradication of the worst forms of child labor:

<i>Supporting and crosscutting strategies</i>					
Prevention, protection, rehabilitation	Community-based monitoring	Meaningful child participation	Addressing critical gender issues	Partnerships and capacity building	From child labor to Decent Work

2.6.1 *Prevention, protection, healing/rehabilitation*

During nine years of operations in the Philippines, ILO-IPEC and its partners have developed and fine-tuned a mix of strategies and techniques for the prevention of child labor and for the protection, withdrawal and healing/rehabilitation of children in the worst forms of child labor. In line with ILO Convention No. 182 (1999), the Project will make use of these fundamental tools, but as described in the target group matrix above, they will be combined in ways that are tailor-made to benefit communities, families and children in each of the six forms of child labor. The sub-regional projects on fishing and footwear, and the mining project provide practical lessons for this purpose. ILO-IPEC will further promote and invest in the development of techniques and strategies that may serve as both prevention and rehabilitation, such as child labor monitoring and the introduction of occupational safety and health measures.

The ILO-IPEC experience in the Philippines indicates that it is imperative to provide children with viable and meaningful alternatives as soon as they have been identified and the process for withdrawal from work has been initiated. It is not always easy, however, to translate this important principle into practice. For instance, in the evaluation report of SBM for detecting and rescuing children in the worst forms of child labor, it is clearly pointed out how the initiative has not been adequately linked with educational programs for the provision of meaningful alternatives to children who formerly worked.

The Project aims to ensure that the necessary support structures for education of the identified working children and economic empowerment of affected families will be established early on. The working children that are identified as direct beneficiaries under the Project will be provided assistance that will allow them to pursue their education or vocational training. Monitoring of the status of the children in school will form part of the database information of the Project.

2.6.2 *Community-based monitoring*

Community-based monitoring has been a part of ILO-IPEC's efforts to eliminate child labor during the past three years, and notably so in two large-scale sub-regional ILO-IPEC interventions in the sectors of footwear and fishing. Community-based monitoring has been integrated into existing institutional structures in the local areas, which has made it a

participatory, powerful and cost-efficient measure in combating the worst forms of child labor.

As is the case in the two above-mentioned sectors, the community-based monitoring of the Project will essentially be set up to ensure that children withdrawn from work continue to stay out of inhuman and intolerable forms of child labor. To be successful, the community-based child labor monitoring system will involve a series of measures, starting with the identification of children and community-based master listing of child labor in order to withdraw the most vulnerable children first.

Furthermore, and in consideration of the critical contribution of primary education to the prevention and elimination of the worst forms of child labor, the monitoring mechanism will also be linked to the local community profiling and monitoring of school enrolment and attendance.

In the last instance, community-based monitoring is intrinsically linked to processes of social mobilization and the empowerment of marginalized communities in the Philippines. Local vigilance groups, parents' groups and schools will be mobilized and assisted by *Barangay*/Provincial captains/officials and staff of implementing agencies to monitor the incidence of child labor, including child labor migration, trafficking and abuse against children. The monitoring will be done with the agreement and participation of the community in question. The information thus obtained will in turn be recorded and utilized by the stakeholders and management of the Project in documenting the worst forms of child labor in the Philippines as well as in designing new and in fine-tuning existing interventions to combat the problem.

The development of child labor monitoring systems (CLMS) for the six target groups will be based on a thorough analysis of IPEC's experience in Philippines and in other countries. Close links will be built with the USDOL-financed project on the development of CLMS. Sustainability concerns will be key for the design of the CLMS; the necessary negotiations to ensure that this activity will be taken over by local or national organizations will start from the beginning of the project.

2.6.3 Meaningful child participation

The participation of children in the Project will range from active participation in the design, implementation and management of specific interventions to consultations with children for their views and voices on how the Project can be improved and adapted to tackle the key opportunities and constraints as experienced by Philippine child workers today. Such participatory measures will build on past experiences and existing expertise among new and old partners of ILO-IPEC, and notably on such successful child-participatory initiatives as the Global March Against Child Labor and the child-to-child advocacy strategies that have formed part of and been implemented by a number of non-governmental and civil society organizations in previous action programs.

Child participation starts with the production of knowledge on child labor. The Project will ensure that all data produced will be segregated according to sex, age and family backgrounds, and that each research process will allow for children themselves to describe the specific constraints and situations that give rise to the problem of the worst forms of child labor.

To ensure that the best interests of children are incorporated into the design, implementation and monitoring of the Project, a set of ethical guidelines will be developed by the ILO-IPEC and modified to the specific situation in the Philippines. The ILO-IPEC will subsequently conduct in-house training programs on child participation, and will also include the issue of child participation in all training workshops and capacity-building interventions under the Project.

The tools to facilitate the active participation of Philippine children include such non-traditional measures as obtaining their comments on case stories and drama on child labor as well as engaging them in various informal exercises on prioritization and decision-making. The children targeted by the Project will also be provided with an opportunity to participate in child-to-child advocacy campaigns and general public awareness-raising activities. Children are capable of making powerful presentations of their own personal experiences and have the potential for influencing attitudes and behavior against the worst forms of child labor and for education.

2.6.4 Addressing critical gender issues

Gender mainstreaming is a fundamental crosscutting strategy that will be actively pursued in support of the strategies and activities designed to eliminate the worst forms of child labor in the Philippines. Still, whenever girls and women are seen to be in a particularly disadvantaged position, targeted interventions and positive, affirmative actions for women and girl children will be incorporated in all relevant Project interventions.

Gender analyses and mainstreaming are particularly critical to the design of new Project interventions as well as to the development of specific action programs to combat the worst forms of child labor at the micro level. It is important to ensure, for instance, that future research and baseline surveys generates sex-disaggregated data that permits a detailed understanding of the specific vulnerability and capabilities of girls and of boys in the worst forms of child labor. Similarly, all educational programs shall be gender sensitive, including gender-sensitive curricula and girl-friendly teaching practices. Promotional materials prepared as part of the Project will further increase awareness about the needs and rights of women and children, and the Project will also promote positive portrayals of girl children and will highlight the constructive roles that men and women can play in the process of eliminating child labor.

A concept that is closely related to the process of addressing critical gender issues is the principle of responsible parenthood, which refers to the capacity of parents, men as well as women, to plan for a meaningful future for their children. As highlighted in Chapter 1, there is evidence to suggest that the population of the Philippines will double in the course of 29 years, which will have adverse effects in the form of an increase in the absolute number of working children.

While the decision to have children lies primarily with parents, it is clearly the case that the growing child population poses certain challenges for the state, in terms of an increasing demand for basic infrastructure and social services in general and of the need to expand the education system in particular. While the government has been endowed with the responsibility and authority to provide solutions and allocate resources to meet the challenge, the Project will extend its support in any way possible, but first and foremost through the

integration of advocacy and awareness raising on responsible parenthood in the campaign activities planned by ILO-IPEC and its partners at the macro, meso- and micro levels.

2.6.5 Partnerships and capacity building

A broad-based and highly committed alliance of partner organizations is a characteristic strength of what can best be termed the *Philippine partnership against child labor*.

While there is great diversity in approaches to combat child labor, the members are still able to transcend their political and organizational differences. Core principles unite the alliance: the reaffirmation and promotion of the Convention on the Rights of the Child and the ILO Conventions on child labor; adherence to the principle that childhood is a time for education and socialization; and the demand that the development programs of the nation should give first priority to its children.

The original as well as the currently active allied organizations in the *Philippine partnership* undertake coordinated and common advocacy and lobbying activities; awareness raising; training of members and volunteers; support programs for caregivers; referral services for children in need. The members have successfully demonstrated their capabilities in working together as seen in several accomplishments, including (i) the voluntary formation of a C182 Implementation Team, a multi-sectoral committee to facilitate the Philippine ratification of ILO Convention No. 182, (ii) launching the *Global March* in the Philippines in 1998, where 15,000 children and advocates marched to show support and concern over the global and national problem of child labor, and (iii) the development and completion of Senate Bill 2155, now called the *Magna Carta for the Working Child*.

To strengthen the *Philippine partnership*, and to promote the creation of a critical mass of organizations against child labor, the Project will support a mix of capacity building and networking interventions. This includes sharing of skills and resources and the allocation of specific roles and responsibilities according to the specific comparative advantages of implementing agencies. It further includes training and capacity building interventions in such areas as accounting, reporting, child rights, gender mainstreaming and child participation.

In due recognition of the important role that the social partners of the ILO play *vis-à-vis* the elimination of the worst forms of child labor, IPEC has already taken the initiative to support the employers' and workers' organizations in the Philippines for the development of new strategies and specific proposals for action against child labor. Such activities will be based on the comparative advantages of each of the organizations, and will include support to:

- The Workers Alliance Against Child Labor (WAACL), led by TUCP, FFW and NUWHRAIN, in reviewing trade union policies and to incorporate anti-child labor concerns, particularly in Collective Bargaining Agreement (CBA) process
- Trade unions, in organizing those in the informal sector, particularly domestic workers, and in ensuring access to social protection. Workers' organizations, in taking an active role in workplace monitoring, rescue and investigation, e.g. among teachers, port workers, hotel/tourism workers

- ECOP to influence the reformulation of their member-companies' Mission, Vision and Goals and Code of Ethics to reflect anti-child labor intentions, as part of corporate social responsibility and one of the nine principles of *Global Compact* Initiatives
- ECOP to continue documentation and recognition of good practices through the "Child Friendly Firm" Awards

2.6.6 From child labor to Decent Work

With the active support and encouragement of government, workers' and employers' organizations, the Philippines is one of the first countries in the world to participate in a pilot ILO programme on decent work. The program has been designed to support government and social partner initiatives for the realization of the overall Medium-Term National Development Goals (2001-2004) in general, and for the promotion of opportunities for women and men to obtain decent and productive work in particular.

The Project will be a major contribution and will form part of the renewed efforts of the ILO and its constituents in promoting decent work in the Philippines. Although the specific focus of the Project will be to eliminate worst forms of child labor, the mere presence of a high-profile intervention such as the Project is an important contribution to the overall mandate and work of the ILO in the Philippines, as well as to the promotion and realization of standards, fundamental principles and rights at work.

The presence of the ILO's Sub-Regional Multidisciplinary Team within the ILO Office itself will greatly facilitate the process of linking up action against child labor with in-house, state-of-the-art tools and techniques for strengthening the role of fundamental labor standards in the Philippines. The elimination of the worst forms of child labor can thus be seen as an important step towards decent work for all, in terms of promoting productive work in conditions of freedom, equity, security and human dignity.

A companion strategy of the Project will be for the ILO and IPEC to increase inter-agency collaboration and to develop new and innovative partnerships for the elimination of the worst forms of child labor in the Philippines. ILO and IPEC will therefore continue to participate actively in the UNDAF framework, and will also strengthen ties with new and existing social protection initiatives of the Asian Development Bank (ADB).

Chapter 3 Target Groups

The target groups of the Project have been identified on the basis of existing and new research, and have been selected by the ILO-IPEC in close consultation with the ILO constituents and its partner organizations in the Philippines. The six priority target groups of the Project are children in prostitution, in mining and quarrying, in pyrotechnics, in deep-sea fishing, in production and harvesting of sugar cane as well as in child domestic work.

3.1 Geographical coverage

The program will combine national level efforts for strengthening the enabling environment with direct support for children, their families and communities in six regions and eight provinces covering each of the three main islands clusters of the Philippines. The target areas have been selected on the basis of the prevalence of the six selected worst forms of child labor and previous ILO-IPEC presence, as well as on development indicators and the coverage of other programs.

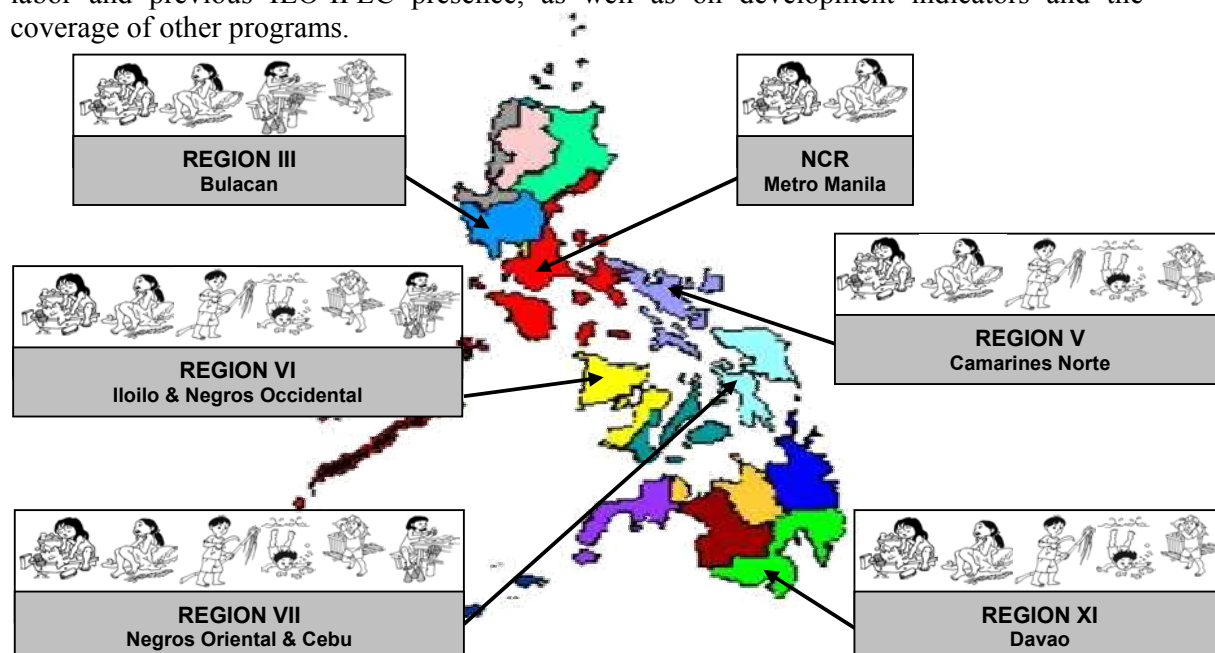


Table 6: Indicators Used for Selection of TBP Areas	Concen- tration of WFCL	Previous/ Ongoing IPEC experience	Other Programs relating to WFCL	Working children (%)	Hazardous child labor (%)	Proportion of poor families	Partici- pation in education
NCR		✓	SCUK, CF, SCUS, UNICEF	168,096 (4.2)	81,000 (48.1)	9.7 %	97.5%
Region III <i>Bulacan</i>		✓	ADF, UNICEF	262,010 (6.5)	156,000 (59.5)	18.6 %	98.3%
Region V <i>Camarines Norte</i>		✓	UNICEF	344,201 (8.6)	213,000 (61.9)	56.3 %	96.5%
Region VI <i>Iloilo & Negros Occ.</i>		✓	UNICEF, SCUS	327,466 (8.2)	205,000 (62.6)	43.4 %	96.2%
Region VII <i>Cebu & Negros Ori</i>		✓	USAID, SCUK, WV, CF, ADF, UNICEF	388,409 (9.7)	217,000 (55.9)	38.9 %	99.1%
Region XI <i>Davao</i>		✓	SCUK, UNICEF	341,691 (8.5)	198,000 (57.9)	41.2 %	93.9%
TOTAL				4,018,000	2,388,000	34.2 %	97.0%

(SCUK=Save the Children UK, SCUS=Save the Children US, WV=World Vision, CF=Consuelo Foundation, ADF=Assisi Development Foundation)







3.2 Direct beneficiaries

A total of 44,500 children aged 5 to 17 years will benefit from targeted interventions and a comprehensive set of support services during the implementation of the Project. The total number of direct beneficiaries can be sub-divided into three categories:

15,000 children from 5 to 17 years of age will be withdrawn from their place of work. IPEC and its partners will in turn provide support as well as meaningful alternatives, ranging from counseling, health care, education and services for healing/rehabilitation.

The Project will further target 7,000 working children aged 15-17 in the sugar plantations and domestic service, who will be identified and benefit from protection, monitoring, and occupational health and safety services that are designed to eliminate their exposure to hazards and abuse in their respective areas of work.¹² If they want to pursue education and training, they will also be provided with information on opportunities for formal, non-formal education or vocational training.¹³

In addition, the Project will target 22,500 children that are found to be at risk of entering the labor market and vulnerable to the worst forms of child labor as part of efforts to prevent them from entering work. The services provide to these children range from non-formal education, (re-)entry into formal education, and participation in awareness-raising activities against child labor. The children at risk include younger siblings of both sexes as well as girl children (due to their marginalized position in society in general).

Table 7: Direct Beneficiaries	 Children in prostitution	 Mining & Quarrying	 Pyro- technics	 Deep Sea Fishing	 Sugar Cane Plantations	 Child Domestics	TOTAL
Working children withdrawn from worst forms of child labor	1,000	5,000	2,000	1,000	3,000	3,000	15,000
Working children aged 15-17 withdrawn from hazards and abuse at work	NA	NA	NA	NA	4,500	2,500	7,000
Sub-total	1,000	5,000	2,000	1,000	7,500	5,500	22,000
Siblings and other children at risk prevented from working	1,500	7,500	3,000	1,500	4,500	4,500	22,500
TOTAL	2,500	12,500	5,000	2,500	12,000	10,000	44,500

3.3 Targeting the worst forms of child labor

The children in the six selected worst forms of child labor form a heterogeneous group in terms of sex, age, family backgrounds, mobility as well as physical and mental development. The direct delivery interventions of the Project have been designed accordingly:

¹² The 7,000 children aged 15-17 may opt to continue working but in conditions that no longer expose them to hazards.

¹³ The Project will link with education programs of other partners.

- *The age of the child:* Working children below 15 years of age will receive priority attention during the implementation of the Project. This includes identification and withdrawal as well as care, health services and counseling. Whereas younger children aged 5-9 years will be mainstreamed into primary education, older children aged 10-15 years will benefit from non-formal education programs that allow over-age children to catch up with their peers in grade I through VI. Children aged 15-17 years will benefit from a range of services, including identification, withdrawal, non-formal education, counseling, vocational training and assistance in finding gainful employment. *[please see footnote 14 below]*
- *Exposure to hazards and abuse:* The removal of work hazards through the introduction of occupational safety and health measures can, in some cases, be an appropriate alternative to complete withdrawal for children aged 15 years and above. Table 7 shows how some 7,000 child domestic workers and children in sugar cane production and harvesting may opt to continue working, but in work environments that are no longer dangerous, inappropriate, hazardous or illegal for their age.¹⁴ Since prostitution, mining, deep-sea fishing and pyrotechnics are extremely hazardous forms of child labor, however, the Project will aim for a complete withdrawal of a total of 9,000 children in these four sectors.
- *A family approach:* Given the central role of the family, the Project will link direct delivery services to each working child with support to its family, in terms of economic empowerment or strengthening of community safety nets.

3.4 Providing educational alternatives

As described in Chapters 1 and 2, the ILO-IPEC has built up a strong base of knowledge and experience in the areas of educational policy development and mobilization of teachers as well as in identification/needs assessment of vulnerable children and in providing relevant and appropriate non-formal education and vocational skills training.

Table 8 depicts how the Project will provide meaningful educational alternatives to a total of 37,500 children out of the 44,500 direct beneficiaries of the Project.¹⁴ The services range from the provision of non-formal education, to vocational skills training and to mainstreaming children directly into formal education.

With regard to the 25,500 young children that will be mainstreamed directly into education, the role of the ILO-IPEC will first and foremost be to: (i) identify the most vulnerable children, (ii) to provide counseling and advise to parents and affected communities, and (iii) to establish linkages with other partners active in combating child labour through education.

¹⁴ An approximate 7,000 children aged 15-17 may opt to continue working in non-hazardous type of work. However, they will also have the option to stop working and be provided information on opportunities for non-formal education or vocational training through appropriate coordination with the partners.

Table 8:		Estimated Targets by Type of Educational Interventions		
Direct Beneficiaries & Type of Educational Interventions	Estimated Targets	Mainstreamed directly into formal education	Transitional education and then formal education	Transitional education and then skills training
Working children withdrawn from worst forms of child labor	15,000	3,000	10,000	2,000
Working children aged 15-17 withdrawn from hazards and abuse at work	7,000 ¹⁵	-	-	-
Siblings and other children at risk prevented from working	22,500	20,000	2,500	-
ALLOCATION PER CHILD		US\$10	US\$32	US\$75
TOTAL COSTS OF MAIN INTERVENTIONS		US\$230,000	US\$400,000	US\$150,000

3.5 Indirect beneficiaries

A major thrust of the Project is to strengthen the enabling environment for the elimination of the worst forms of child labor. Although it is impossible to calculate the exact figure, the national-level interventions will benefit large numbers of Philippine children – be it through new information and research, legislative and policy development, awareness raising and mobilization or capacity building of key stakeholders in the battle against child labor.

A related multiplier effect of the Project arises from the partnership approach and the principle of working through intermediate institutions and organizations at the meso-level. In reaching out to a large number of schools, community-based organizations, parents associations, government agencies and non-governmental organizations, the ILO-IPEC is helping to create a critical mass of capable stakeholders needed for sustained action against child labor and for education. It is hard to estimate the effects of the meso-level partnership approach for the elimination of child labor, but it is – perhaps – one of the most important tools to prevent future generations of Philippine children from entry into the worst forms of child labor.

3.6 Direct recipients of anti-child labor activities

Given the need to mobilize all levels of society against the worst forms of child labor, the Project will develop and promote a wide range of networking and capacity building initiatives among government and civil society institutions in the Philippines.

The direct recipients of these anti-child labor activities include but are not limited to: (i) officials of relevant line ministries and government institutions, including those represented in the National Child Labor Committee, the Department of Labor and Employment and the

¹⁵ Ibid.

Department of Education; (ii) regional and provincial authorities, mayors, as well as local government authorities of target areas covered by the Project; (iii) law-makers, judges, court officials, police and other law enforcement officials; (iv) representatives of national and local chapters of employers' organizations, business organizations and trade unions; and (v) community leaders and representatives of non-governmental and civil society organizations.







3.7 Bridging the gap

Based on available data sets and information from implementing agencies, as well as on the six cursory rapid assessments and on data from the 2001 national survey on working children, an attempt has been made to estimate the overall number of children in the six selected worst forms of child labor. Table 9 shows how the Project has been designed to contribute to the elimination of the problem in the eight target provinces as well as to a smaller but significant reduction of the worst forms of child labor at the national level.

The figures provide an extremely rough estimate of the worst forms of child labor in the Philippines, and will need to be refined at the outset of the Project. They suggest that at least 155,000 children are working in the six selected worst forms of child labor throughout the nation. The estimates further indicate that the eight provinces selected for Project interventions are some of the most severely affected areas, with 40.0 percent, or 62,000 children, working in the six selected worst forms of child labor.

Within the selected target areas, the Project aims for a complete eradication of child labor in mines and pyrotechnics, as well as for a 75 percent reduction of child labor in deep-sea fishing. These are relatively small and extremely hazardous sectors of work, where measures will be taken for complete withdrawal of all working children as a matter of urgency.

Due to the complexity and magnitude of the problem, a different approach is required for girls and boys trapped in prostitution. Since no reliable data has been generated on the illegal, politically sensitive and hidden problem of children in prostitution, it has not been possible to estimate the magnitude of the problem in the target areas or to set targets for its elimination under the Project. On a pilot basis, the Project will target 1,000 children that have been forced into prostitution and provide integrated program services that include data collection, identification, informal education, vocational and skills training as well as health and counseling services¹⁶.

Table 9: Estimates & Targets	Estimates for all- Philippines	Target areas estimates	2005 TBP targets
		<i>(% of national estimate)</i>	<i>(reduction in target area)</i>
	NA	NA	1,000
	14,000	5,000 (35.0%)	5,000 (100.0%)
	3,500	2,000 (55.0%)	2,000 (100.0%)
	2,000	1,500 (75.0%)	1,000 (75.0%)
	60,000	45,000 (75.0%)	7,500 (16.6%)
	75,500	8,500 (11.3%)	5,500 (64.7%)
TOTAL	155,000	62,000 (40.0%)	22,000 (35.5%)

¹⁶ The 1,000 children have been targeted in the absence of any reliable estimates of the overall number of children trapped in child prostitution. Edralin (2002) was able to interview 430 children in prostitution in Manila, Cebu and Pampanga. The target number is based on discussions with NGOs as well as in consideration of the high cost of the services

In the case of child domestic workers and children working on sugar cane plantations, priority will be given to the vast number of children below 15 years of age, as well as to those children aged 15 years or older that work in extremely abusive or hazardous environments. Within the two largest target groups of the Project, a total of 13,000 children will be targeted. Table 9 shows how this is a small but significant reduction of the widespread problem of child domestic work and child labor on sugar cane plantations.

that the Project will provide to child prostitutes that are withdrawn from the well-off lifestyles of one of the worst forms of child labor.

Chapter 4 Immediate Objectives, Outputs and Activities

4.1 Towards a Strategic Program Impact Framework (SPIF)

Following the sub-regional Strategic Program Impact Framework (SPIF) Training Program for IPEC managers, which was conducted in Bangkok on 29 - 30 May 2002, an assessment was made of the degree to which the SPIF tools could be applied in the final stages of the process of developing the Project in the Philippines.

As the SPIF methodology and framework was introduced at a very late stage in the design process, it was not possible to apply the SPIF process to the development of the Project's immediate objectives, outputs and activities. Given the many months of participatory work and intensive consultations that the Government of the Philippines has recently invested in the process of developing the Medium-Term Philippine Development Plan (2001-2004) and the National Program Against Child Labor (2001-2004), it was neither deemed necessary nor feasible to replicate the meticulous planning and design process.

It was instead decided to use the Medium-Term Philippine Development Plan (2001-2004) and the National Program Against Child Labor as the initial strategic framework and to identify the linkages to the levels of the SPIF Country Framework and the SPIF Area of Impact Framework respectively (Figure 1). Figure 5 presents a first attempt at analyzing and outlining the linkages between the NPACL and the Project and to ensure that the strategies and activities developed by the ILO-IPEC and sponsored by the US Department of Labor will make a direct and positive contribution to the overall and long-term efforts to eliminate the worst forms of child labor in the Philippines.

Figure 1: Towards a Strategic Program Impact Framework

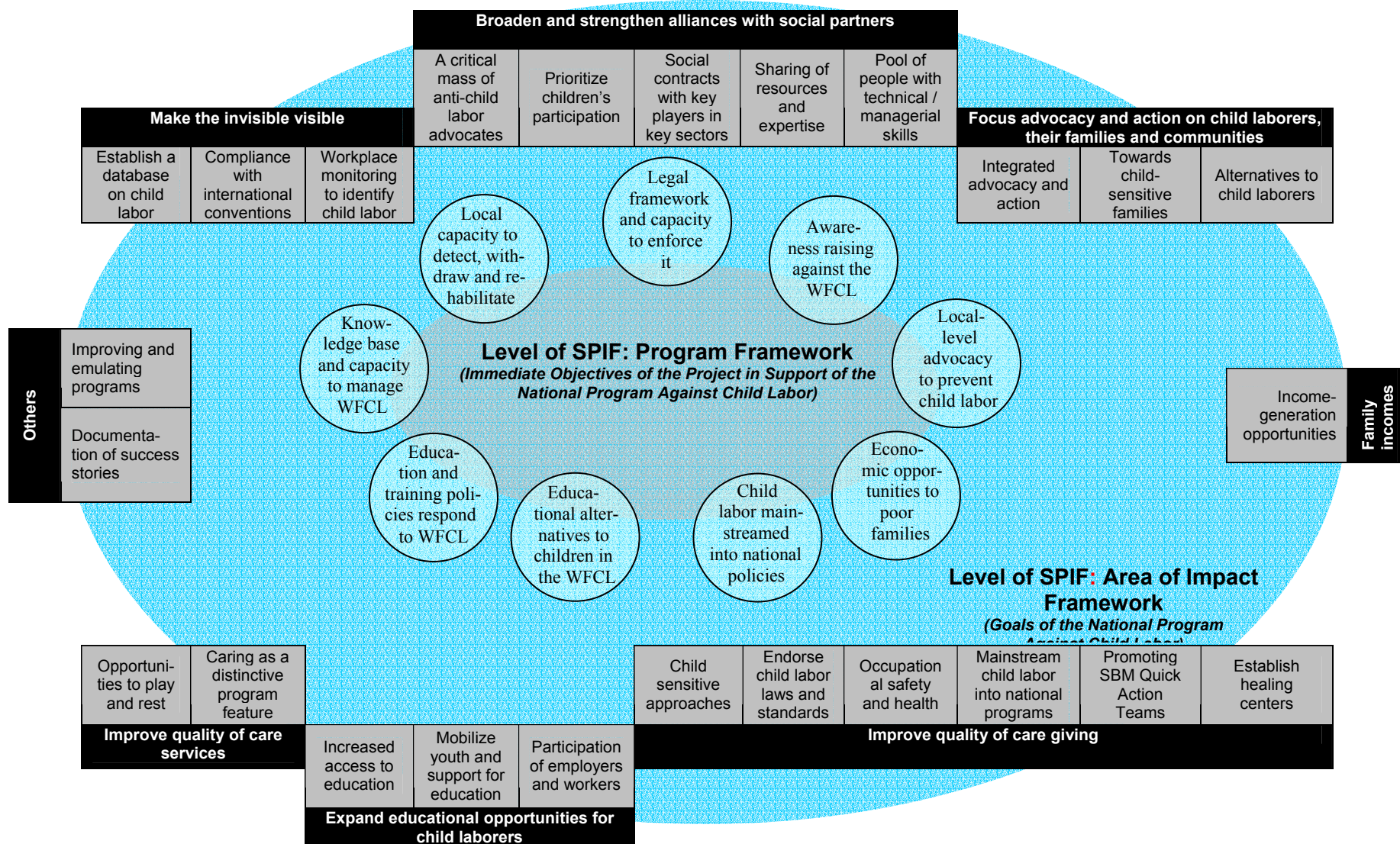
Policy and Program Frameworks in place in the Philippines for the Elimination of the Worst Forms of Child Labor by 2015		Corresponding levels within a new SPIF framework
The 2015 Millenium Development Goals, the goal established by the National Child Labor Committee to reduce the worst forms of child labor by 75 percent by 2015 and the Medium-Term Philippine Development Plan (2001-2004)		SPIF Country Framework
The National Program Against Child Labor (2001-2004) is an overall time-bound framework for action, which has been adopted by the country in pursuing its goal of eliminating child labor, particularly its worst forms. It serves as a blueprint for establishing priorities, for allocating resources and for guiding local, national and international efforts to eliminate the most inhuman and intolerable forms of child labor		SPIF Area of Impact Framework
The Project will be the first and most significant contribution towards the elimination of the worst forms of child labor. It will be implemented in tandem with the US Department of Labor-funded Education Initiative, but has also been designed to leverage resources and to link up with new and existing national as well as international programs for the benefit of the children of the Philippines		SPIF Program Framework

A fully-fledged SPIF process will be initiated and implemented as soon as the Project activities commence. A SPIF Country Framework, a SPIF Area of Impact Framework, and a SPIF Program Framework will be developed. The Area of Impact Framework will be fully developed, taking into account the new Philippine Development Plan (2005-2010) and the 2015 Millenium Development Goals, as well as the opinions and perceptions of relevant stakeholders in the country. The new SPIF will include clear definitions of linkages and synergies between outcomes, which will be monitored regularly to check the coherence of the model and whether the theory of change holds true. Based on the Area of Impact Framework, a new Program Framework will be developed for the Time-Bound Program, and it will clearly show how the current and planned interventions of the Project will form part of the Time-Bound Program and the National Program Against Child Labor. The process will be completed within six months of the initiation of project activities, and will result in some changes to the scope of the Project. The donor will be provided with SPIF frameworks as they are completed.

The SPIF process will be continued as part of the implementation of the Project and with a view to formulating a new National Program Against the Worst Forms of Child Labor (2005-2010). The Area of Impact Framework will in turn be revised and updated by the C182 Implementation Team and the Project Team through stakeholders consultations at specific points of the implementation of the Project (e.g. mid-term evaluation).

The revised SPIF Frameworks will be used to adjust the Project strategy and the strategies of the National Program Against Child Labor in order to ensure that all relevant actions that lead to the elimination of the worst forms of child labor are taken in due time. The revised SPIF Frameworks will also be important tools for leveraging additional resources and for securing funding for a second phase of the Project.

Figure 4: Linkages and Synergies Between Levels of Outcomes of the Area of Impact Framework (NPACL) and the Program Framework



4.2 Immediate objectives, outputs and activities

Development objective: Elimination of the worst forms of child labor

Strategic objective: Supporting the National Program Against Child Labor towards the elimination of the worst forms of child labor

Strategic Component 1 Strengthening the enabling environment for the elimination of the worst forms of child labor

Immediate Objectives	Outputs	Activities
1. <i>At the end of the Project, there is an enhanced knowledge base on WFCL for policy development and implementation in the Philippines</i>	1.1 Enhanced national capacity for gathering reliable, gender sensitive information on child labor	1.1.1 Conduct negotiations with NSO to lower the age limit from 10 to 5 years of age in future Labor Force Surveys and APIS
		1.1.2 Provide technical assistance for the development of specific modules on child labor to be integrated in new NSO household-based surveys
		1.1.3 Critically assess the existing tools for data gathering, including household surveys, rapid assessments and baseline surveys
		1.1.4 Provide technical inputs and support to national institutions for improving production of new data on child labor
		1.1.5 Provide technical assistance and inputs for conducting additional rapid assessments on worst forms of child labor not yet included as priority sectors in the Project
		1.1.6 Establish a strategic framework and time-frame for the development of an overall national knowledge base on child labor in consultation with key research partners
		1.1.7 Establish a network of resource persons and research institutions on child labor
	1.2 Specific studies on the worst forms of child labor made available	1.2.1 Make regional and provincial projections of population groups and key child labor indicators (including school-age population, school enrolment and progression ratios, child labor force, etc)
		1.2.2 Conduct targeted and supplementary research and policy analyses for the design and implementation of interventions, awareness-raising, and monitoring and evaluation
		1.2.3 Conduct vulnerability assessments, gender analyses, and analyses of child labor determinants among the most vulnerable segments of the target groups for the development of improved targeting mechanisms and service delivery
		1.2.4 Conduct studies and assessments of enterprise structures and management practices that impact on child labor in both positive and negative ways in order to determine and target the causes for why employers and enterprises make use of child labor, particularly in sectors not yet included as priority sectors in the Project

Strategic Component 1		Strengthening the enabling environment for the elimination of the worst forms of child labor	
Immediate Objectives	Outputs	Activities	
		1.2.5	Document lessons learnt and the strengths and weaknesses of IPEC and its partners in combating child labor in order to ground future interventions in past experiences and to mobilize the partners of the Project according to their comparative advantages
	1.3 Enhanced institutional framework and capacity to monitor the situation of child labor, to coordinate child labor activities in the country and to mobilize national and international resources for scaling-up the Project	1.3.1	Provide technical support and training to the National Child Labor Committee (NCLC) to compile and share data on the child labor situation and on trends in the reduction of the worst forms of child labor with all major stakeholders of the Project
		1.3.2	Assist the National Child Labor Committee in integrating child labor indicators and targets for its reduction in future Philippine Development Plans
		1.3.3	Provide technical support to the NCLC to map, coordinate and monitor child-labor related initiatives in the country and to expand the network of national and international agencies
		1.3.4	Conduct additional coalition-building activities through joint research projects, information sharing and regular consultations on the situation of the worst forms of child labor in the areas targeted by the Project as well as in the country as a whole
2. <i>At the end of the Project, there is an enhanced and better enforced legislative framework</i>	2.1 Increased official and public support for new child labor-related legislation	2.1.1	Conduct workshop for legislators on ILO Conventions Nos. 138 (1973) and 182 (1999), on the National Program Against Child Labor and the Project
		2.1.2	Identify responsible agencies and institutions and assist these in the promotion and adoption of the new <i>Magna Cartas</i> (on the Working Child, on Domestic Helpers and on Trafficking)
	2.2 Existing legislation reviewed and legislation proposals developed as necessary	2.2.1	Support an inter-agency task force in reviewing any deficiencies and contradictions within the overall legislative framework and <i>vis-à-vis</i> the minimum standards embodied in ILO Conventions Nos. 138 (1973) and 182 (1999)
		2.2.2	Establish an inter-agency task force and assist it in providing inputs for the formulation process of the proposed <i>Magna Carta</i> against Trafficking
		2.2.3	Provide technical assistance for the preparation of proposals to harmonize legislation and regulations
	2.3 Enhanced enforcement capacity developed at the national level	2.3.1	Provide assistance to establish an inter-agency supervisory mechanism to monitor the implementation of child labor-related legislation
		2.3.2	Sensitize and train staff in relevant institutions on child labor and gender issues, including the judiciary, the police, labor inspectors, NGO representatives and other stakeholders of the law enforcement system

Strategic Component 1		Strengthening the enabling environment for the elimination of the worst forms of child labor		
Immediate Objectives	Outputs		Activities	
		2.3.3	Conduct a review of the barriers faced by children and their families in taking legal action against child labor	
		2.3.4	Develop strategies and solutions to promote enforcement and to shorten lengthy court procedures for reaching judgment	
		2.3.5	Support the Human Rights Commission with training and sensitization on ILO Conventions Nos. 138 (1973) and 182 (1999) for the commission to expand its mandate and discharge duties with regard the human rights of children	
3. <i>At the end of the Project, national development and social policies include child labor concerns</i>	3.1 Child labor concerns and priorities mainstreamed into existing and new policy frameworks ¹²	3.1.1	Review the success and failure of existing policy frameworks in order to find ways and concrete recommendations for incorporating child labor concerns into these	
		3.1.2	Identify agencies and key persons involved in policy making and establish a network of policy-makers and planners under the auspices of the National Child Labor Committee	
		3.1.3	Conduct discussion meetings at the national as well as regional level among network members and with members of the civil society, the social partners of the ILO and representatives from NGOs on ways to translate child labor priorities and concerns into policy and programs	
		3.1.4	Provide technical assistance for an effective incorporation of child labor indicators in national programs, particularly poverty alleviation-related programs, e.g. as an indicator in the identification of priority areas for “poverty free zones”	
		3.1.5	Support the inclusion of child labor concerns and priorities in the agenda of existing donor groups and frameworks, including the UN Development Assistance Framework (UNDAF)	
	3.2 Revised draft National Plan Against Child Labor, with clear and gender sensitive targets and strategies for eliminating the worst forms of child labor as a priority	3.2.1	Support the process of finalizing the National Plan Against Child Labor (2002-2004) through technical assistance to set clear targets and time-frames for the elimination of the worst forms of child labor	
		3.2.2	Support wide dissemination of the NPACL down to local governance structures by conducting sensitization meetings and tripartite planning workshops with all major stakeholders at the national and local levels	
		3.2.3	Provide technical inputs for the formulation of a National Plan Against the Worst Forms of Child Labor (2005-2010), including a review of progress made and challenges faced during the implementation of the National Program Against Child Labor (2001-2004)	

¹² Output 3.1 pertains to general support to any development programme (e.g. of donors) while output 3.3 is specific for government programs and for overall planning framework that will cover many programs.

Strategic Component 1			Strengthening the enabling environment for the elimination of the worst forms of child labor	
Immediate Objectives	Outputs		Activities	
	3.3	Proposals developed for the inclusion of child labor as a priority area in the 2005 – 2010 Philippine Development Plan	3.3.1	Conduct policy discussions and consultations regarding specific thematic areas in the Philippine Development Plan (PDP), e.g., agricultural development, rural/urban development, sectoral or industrial development vis-à-vis the problem of the worst forms of child labor
			3.3.2	Hold regional and national consultations workshops on ways of addressing the worst forms of child labor and of incorporating recommendations in the next PDP
			3.3.3	Draft and submit specific proposals regarding the integration of child labor in the 2005-10 Philippine Development Plan
			3.3.4	Conduct regular donor meetings to coordinate activities related to the elimination of child labor
4. <i>At the end of the Project, enhanced education and training policies can effectively respond to the needs of girls and boys in child labor and to children at risk</i>	4.1	Child labor concerns and priorities, including those of the girl child, are mainstreamed into education policies and programs	4.1.1	Conduct reviews and consultations with the Department of Education and other Education Task Force Members as well as with children themselves in order to determine the linkages between child labor and deficiencies in the education system
			4.1.2	Provide technical input for drafting specific proposals that are aimed at ensuring that education programs and policies become more responsive to the needs of working children and take into account the special situation of girl children
			4.1.3	Support the Department of Education in developing a monitoring scheme that focuses on enrolment, repetition and completion rates of working children
			4.1.4	Conduct orientation and training programs to officials of the Department of Education, and especially its regional and provincial superintendents, the Bureau of Elementary Education (BEE), and the Bureau of Non-Formal Education (BNFE), on the Child Labor Education Agenda developed by the Education Task Force
			4.1.5	Participate actively in the Education For All (EFA) initiative to ensure that child labor issues are adequately reflected in government programs and policies that are launched under this initiative
	4.2	Flexible, quality, and gender sensitive curricula that are responsive to the needs of working children developed	4.2.1	Review and assess existing curricula and teaching materials used
			4.2.2	Organize curriculum and material development workshops for education program planners, policy makers and implementers
			4.2.3	Validate and pilot-test these tools through pilot runs in selected Project areas and Project schools
			4.2.4	Produce, disseminate and promote the use of the flexible, quality, gender sensitive curriculum

Strategic Component 1 Strengthening the enabling environment for the elimination of the worst forms of child labor			
Immediate Objectives	Outputs	Activities	
	4.3 Improved capacity of teachers and local education authorities to deliver quality education to former child laborers or children at risk	4.3.1	Revise Teacher Training Kit and develop training modules on teacher attitudes, social justice issues, and the worst forms of child labor for inclusion into national teacher training programs
		4.3.2	Design and pilot test programs for inclusive education that will equip teachers with the tools needed to prevent children from disadvantaged communities from dropping out and to retain former child laborers in school
		4.3.3	Mobilize Teachers' Associations and LGUs to raise awareness on child labor issues, with special attention to the situation of the girl child and former child laborers
		4.3.4	Promote the decentralization of the education budget to local levels in order to encourage local planning for education that meet local level contexts and the specific child labor situation at the local level
	4.4 Linkages between the primary education system, non-formal education and vocational training programs	4.4.1	Promote partnerships between the Department of Education, the Technical Education and Skills Development Authority (TESDA), the Commission on Higher Education (CHED) and other education organizations in order to facilitate discussions on the need to build linkages between basic educational services
		4.4.2	Develop pilot programs that combine basic education with successful transitional and vocational interventions in collaboration with concerned governmental and civil society organizations
		4.4.3	Expand the reach of accreditation and equivalency programs to facilitate the re-entry of former child laborers from transitional to formal education
5. <i>At the end of the Project, attitudes towards child labor have changed among <u>national</u> partner agencies</i>	5.1 National authorities, workers, employers, media and other stakeholders have been made aware of the problem of CL and its negative consequences	5.1.1	Conduct a child labor attitude and opinion survey at the national level and in selected Project areas to assess the need for and contents of appropriate and targeted awareness raising and advocacy interventions
		5.1.2	Create a coordinated and common national advocacy and awareness raising action plan in consultation with all major stakeholders
		5.1.3	Design and organize gender sensitive advocacy, awareness raising and educational campaigns (using TV documentaries, radio broadcasts, posters, pamphlets, study reports, booklets, information kits, brochures, etc.) on the basis of new research and focusing on the worst forms of child labor
		5.1.4	Identify and mobilize key decision/opinion makers and celebrities to support anti-child labor activities as part of a national campaign against the worst forms of child labor

Strategic Component 1 Strengthening the enabling environment for the elimination of the worst forms of child labor		
Immediate Objectives	Outputs	Activities
		5.1.5 Promote child participation and child advocacy through public events, activities for school children and a nationwide mobile phone texting competition on child labor
	5.2 National authorities, workers, employers, media officials and other stakeholders mobilized for joint and separate advocacy and action against the worst forms of child labor	5.2.1 Actively engage key national authorities, workers, employers, the media and other opinion/decision makers and stakeholders in social dialogue on how experiences gained at the local level can be transformed into policy and commitment at the national level
		5.2.2 Organize orientation workshops for key national authorities, workers, employers, and other stakeholders that highlight the negative consequences of child labor, the importance of education and that promote favorable policies and legal provisions related to the elimination of child labor
		5.2.3 Design adequate tools and techniques to strengthen the capacity of employers and workers organizations and other key stakeholders to combat child labor effectively
		5.2.4 Organize orientation meetings for media operators to strengthen their capacity to understand and to portray child labor related issues in a child-sensitive manner
		5.2.5 Establish a network of media professionals to promote the formulation of a code of conduct for media coverage of child labor issues

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
Immediate Objectives	Outputs	Activities
6. <i>At the end of the Project, the capacity of local governments and civil society to monitor and manage action against the worst forms of child labor will be strengthened</i>	6.1 Baseline information and local data base on the worst forms of child labor established in each target province	6.1.1 Collect sex-disaggregated baseline information on the worst forms of child labor in each of the eight target provinces as well as on families and communities affected by the problem
		6.1.2 Establish and maintain an electronic database and tracking system of children affected by the worst forms of child labor within the target area
	6.2 Improved local capacity to plan, develop and implement gender mainstreamed	6.2.1 Coordinate and liaise with local government units to integrate concerns and strategies regarding the welfare and rights of children into local development programs as well as to priorities child labor-related programs in terms of resource allocation
		6.2.2 Assist local government units in mapping out and assessing the coverage of national and

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
Immediate Objectives	Outputs	Activities
	interventions and services targeted at child laborers and their families	international programs and interventions with regard to linking these up with activities aimed at eliminating the worst forms of child labor
		6.2.3 Provide support and technical assistance for re-enacting regional and provincial child labor committees
		6.2.4 Facilitate the establishment of anti-child labor networks of Mayors, of Members of Local Development Councils, etc
6.3	Local capacity for surveillance and withdrawal of children improved	6.3.1 Provide technical assistance and support to re-enact and improve the efficiency of existing <i>Sagip Batang Manggagawas</i> (SBM) and to strengthen the capacity of Quick Action Teams to detect and remove children in the worst forms of child labor
		6.3.2 Conduct training and orientation programs for SBM members on ILO Conventions Nos. 138 (1973) and 182 (1999) and on the Project
		6.3.3 Establish networks of SBM members across the eight target provinces
		6.3.4 Establish hotline systems for children abused or exploited at work
		6.3.5 Set up child labor desks in ports, bus terminals, and airports
		6.3.6 Promote and strengthen the establishment of community and/or center-based services for recovery, counseling, rehabilitation and reintegration
6.4	Enhanced capacity in relevant local institutions for enforcing existing and newly developed legislation and regulations	6.4.1 Conduct paralegal training to improve the capacity of civil society and community groups to liaise between children and the law enforcement agencies, including filing of court cases and to liaise with enforcement agencies for the provision of legal assistance
		6.4.2 Provide orientation and training on laws, policies and legal procedures to officials of local government units and other stakeholders of the law enforcement system
		6.4.3 Encourage local government units as well as non-governmental organizations to file court cases against violators of child labor-related laws
		6.4.4 Promote the establishment of <i>Children Desks</i> in local law enforcement institutions
6.5	Improved registration and monitoring of child labor at workplaces	6.5.1 Conduct training workshops for labor inspectors to increase their capacity to monitor informal as well as formal establishments at the provincial level
		6.5.2 Provide training on national and international child labor legislation to local chapters of employers' and workers' organizations
		6.5.3 Encourage employers' and workers' organization to conduct regular monitoring of child labor in workplaces, keeping sex-disaggregated records of all child workers under 18 years of age

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
Immediate Objectives	Outputs	Activities

7. <i>At the end of the Project, families affected by the worst forms of child labor will have been provided with new opportunities for enhanced income and access to social safety nets</i>	7.1 Child labor concerns and priorities are incorporated into local development plans and programs of targeted provinces and municipalities	6.5.4	Promote codes of conduct and supply-chain monitoring against the use of child labor in the formal and informal sectors
		7.1.1	Support the process of formulating local development plans and programs at the provincial and municipality level
		7.1.2	Promote convergence of resources for children identified and withdrawn from the worst forms of child labor and assist local government units in getting access to additional child-labor related developments funds
	7.2 Communities and families in poor sending areas provided with opportunities for employment generation and productivity enhancement	7.1.3	Take measures to ensure that child labor is integrated as a priority issue and/or as an indicator in other national and international programs at the local level
		7.2.1	Map existing employment creation opportunities, including business and enterprise structures as well as employment and income generation schemes, in targeted Project areas
		7.2.2	Consult with concerned agencies on the possibilities of expanding such programs to cover families of children in the worst forms of child labor as well
		7.2.3	Promote community contracting and other schemes for employment creation at the local level that are targeted at the poorest of the poor
		7.2.4	Consult with local business associations on ways of promoting market driven and business-orient small enterprise development activities based on technologies and business practices that effectively prevent child labor
		7.2.5	Consult local government agencies, NGOs and donor agencies affiliated with other socio-economic development projects on ways of including families of children in the worst forms of child labor in existing income-generation activities
		7.2.6	Provide direct assistance to families affected by child labor to facilitate access to micro-finance schemes, income generating activities or to employment opportunities
		7.2.7	Conduct skill training workshops for parents of working children or children at risk
	7.3 Communities and families affected by child labor have better access to social protection schemes and local safety	7.3.1	Launch reviews of existing social safety nets and assess the social protection needs of communities targeted by the Project
		7.3.2	Provide support to strengthen and promote community-based protection schemes, including micro health insurance, social security and population development services, for children and

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
Immediate Objectives	Outputs	Activities
	nets	families affected by the worst forms of child labor
		7.3.3 Collaborate with relevant ILO programs and other international agencies for the development of micro-health insurance and other social protection schemes
		7.3.4 Consult with health authorities and partner agencies on ways for improving reproductive health services and prevent HIV/AIDS among target groups of the Project
	7.4 Improved working conditions in work areas for adolescents and adults, considering the special situation of girls and women, in targeted sectors	7.4.1 Assess hazards in the workplace and provide medical check-ups to children in special need
		7.4.2 Produce and design an occupational safety and health plan for the elimination of work hazards that children above 15 years of age are exposed to on sugar cane plantations
		7.4.3 Design and publish training materials for improving occupational safety and health
		7.4.4 Organize local level workshops and training programs on the introduction of occupational safety and health at the workplace
8. <i>At the end of the Project, children at risk and in the worst forms of child labor will have access to primary, vocational or non-formal education, including alternative and flexible learning systems</i>	8.1 Facilitate access to education of 23,000 children	8.1.1 Identify and map existing support programs and services targeted at children and families who are unable to pay the high indirect costs of education in order to promote access to these services for families affected by child labor
		8.1.2 Provide counseling and advice to parents and affected communities
		8.1.3 Establish linkages to other partners active in combating child labour through education
	8.2 Communities and families mobilized to promote school enrolment	8.2.1 Identify and support educational organizations at regional, provincial and municipality levels in assessing and understanding the educational needs of working children and the barriers they face in getting access to education
		8.2.2 Conduct capacity assessment analyses and map existing education programs that relate to child labor as a prerequisite to establishing networks of local stakeholders and building strategic alliances to combat child labor through education
		8.2.3 Engage parents of child laborers and child laborers themselves in an analysis of the constraints faced in getting access to quality education as an input into the planning and program development process

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
Immediate Objectives	Outputs	Activities
		8.2.4 Support orientation workshops to local level educational planners on the linkages between child labor and education, and on the special situation of the girl child and other children at risk of dropping out of school
		8.2.5 Hold meetings with local government units and other educational organizations in Project areas to facilitate and initiate cooperation, push for ordinances, resolutions, policies and resources that cater to the needs of working children
		8.2.6 Initiate programs to strengthen the capacity of teachers to act as community watch dogs, i.e. to fulfill their important role in preventing children from dropping out of school and in ensuring a smooth transition of former child laborers into the formal education system
8.3 Transitional education provided to 12,500 children rescued from the worst forms of child labor	8.3.1	Assess the capacity of existing transitional education centers to identify suitable organizations and build alliances between existing and new programs
	8.3.2	Develop state-of-the-art training modules and curricula that are adapted to the local context to ensure outmost quality of the education provided by non-formal education centers
	8.3.3	Conduct training on rehabilitation and counseling to staff and managers of transitional education centers
	8.3.4	Support the development of strategies to forge linkages between formal and transitional education and to ensure a smooth transition of former child laborers into formal education
	8.3.5	Develop a monitoring and evaluation mechanism to ensure quality control of transitional education centers
8.4 Vocational training made available to 2,000 children and youth	8.4.1	Identify suitable organizations and vocational training centers in consultation with local industry associations, trade unions and community groups
	8.4.2	Train the instructors of vocational training programs on locally adapted teaching materials for skills training
	8.4.3	Facilitate girls' access to a wide range of vocational training opportunities beyond the traditional female-typed skills
	8.4.4	Tap existing residential rehabilitation centers for heavily victimized cases (e.g., victims of prostitution)
	8.4.5	Consult employer organizations and assess the labor market in and around the target districts and identify entry level skills for adolescents which would make them employable

Strategic Component 2 Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families			
Immediate Objectives	Outputs	Activities	
		8.4.6	Establish close linkages with job placement services or job opportunities
		8.4.7	Encourage employers to provide inputs (e.g. skills training material)
		8.4.8	Forge linkages with formal education and vocational training centers
9. <i>At the end of the Project, all major local-level actors and institutions have become aware of the problem of the worst forms of child labor and are mobilized in the battle against it</i>	9.1 Authorities at the provincial and municipality levels, workers, employers, media officials, community-based organizations and families are informed on the problem of the worst forms of child labor	9.1.1	Conduct awareness-raising campaigns for families and children in local languages through local media channels and cultural events on the negative consequences of child labor and the need to take action against it
		9.1.2	Organize orientation meetings and workshops on the danger of hazardous occupations and other worst forms of child labor and about the feasible and pragmatic measures that can be taken against it
		9.1.3	Engage local authorities, community leaders as well as children and their families in all local level research activities relating to child labor in order to ensure ownership of the knowledge base generated at the local level
	9.2 All relevant stakeholders participate in the Project and their advocacy activities are supported	9.2.1	Conduct capacity building assessments, partnership profiling and resource mapping in order to identify and support key partners in participating in the Project and to advocate against the worst forms of child labor
		9.2.2	Mobilize and strengthen the capacity of key local government officials, political leaders and decision makers to enhance cross-sectoral linkages and to ensure that child labor is mainstreamed into local policies and plans
		9.2.3	Promote the social mobilization of children through consultations with children withdrawn from child labor, through organizing former child laborers in child clubs, through cultural events for and by children and advocacy campaigns designed and carried out by school children in the communities

4.3 Indicators and means of verification

IMMEDIATE OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
STRATEGIC COMPONENT 1: Strengthening the enabling environment for the elimination of the worst forms of child labor		
1. At the end of the Project, there is an enhanced knowledge base for policy development and implementation in the Philippines	<ul style="list-style-type: none"> ➤ Information generated by the Project utilized by public institutions and other organizations in developing and implementing new programs and projects ➤ Quality and accessibility of the information available on WFCL 	<ul style="list-style-type: none"> ➤ Information from public and private institutions – program monitoring ➤ Qualitative review of information provided by national sources
2. At the end of the Project, there is an enhanced and better enforced legislative framework	<ul style="list-style-type: none"> ➤ Degree of inconsistencies/gaps in child labor-related legislation ➤ Number of violations of child labor legislation recorded ➤ Number of violation cases brought to conclusion ➤ Capacity of the labor inspection to reach the WFCL 	<ul style="list-style-type: none"> ➤ Legislative review ➤ Police registries ➤ Court decisions/ orders/ records ➤ Qualitative pre-project and post-project analysis of labor inspectorate capacity
3. At the end of the Project, national development and social policies include child labor concerns	<ul style="list-style-type: none"> ➤ Number of poverty, employment, labor and social programs including child laborers as a priority ➤ Number of initiatives based on labor and social policies targeting vulnerable communities, families and children at risk ➤ Existence and coverage of NPACL as strategic program framework 	<ul style="list-style-type: none"> ➤ Policy review/ analysis, including: Updated National Program Against Child Labor (NPACL); 2001-2004, NPACL 2005-2010; and Philippine Development Plan, 2005-2010 ➤ Monitoring information on initiatives targeting children at risk
4. At the end of the Project, enhanced education and training policies can effectively respond to the needs of girls and boys in child labor and to children at risk	<ul style="list-style-type: none"> ➤ References to working children and children at risk in new or revised educational policies and plans ➤ Number and percentage of schools where the new curricula are in use 	<ul style="list-style-type: none"> ➤ Qualitative review of educational policies and plans ➤ Department of Education reports
5. At the end of the Project, attitudes towards child labor have changed among partner agencies	<ul style="list-style-type: none"> ➤ Changes in knowledge, attitudes and behavior towards child labor in the overall national population and among key national actors. ➤ Number and scope of interventions targeting child labor being developed 	<ul style="list-style-type: none"> ➤ Knowledge, Attitude and Behavior surveys (pre-project and post-project) at the national level ➤ Qualitative analysis of NPACL reports

IMMEDIATE OBJECTIVES	INDICATORS	MEANS OF VERIFICATION
STRATEGIC COMPONENT 2: Reducing the incidence of selected worst forms of child labor through direct action for child laborers and their families		
6. <i>At the end of the Project, the capacity of local government and civil society to monitor and manage action against the worst forms of child labor will be strengthened</i>	<ul style="list-style-type: none"> ➤ Number and percentage of workplaces in selected areas regularly inspected ➤ Number of community actions taken as a result of detecting cases of exploitation ➤ Number of local government units (provincial/municipal) that have integrated child labor concerns in their local development plans 	<ul style="list-style-type: none"> ➤ Labor inspection reports ➤ Partners' reports ➤ Plans, programs and initiatives at different local government levels in selected areas
7. <i>At the end of the Project, families affected by the worst forms of child labor will have been provided with new opportunities for enhanced income and access to social safety nets</i>	<ul style="list-style-type: none"> ➤ Number and quality of services provided by individuals and institutions for recovery, healing, and rehabilitation ➤ Number of targeted families with access to safety nets, including health insurance schemes, rice subsidies and low-priced medicines ➤ Households with children at risk or engaged in the WFCL having improved their family income because of the financial and non-financial services provided by the project 	<ul style="list-style-type: none"> ➤ Reports of rural health units/health institutions – Assessment pre-project and post-project ➤ Program monitoring (pre- and post-project) ➤ Partners' reports/<i>Barangay</i> Council for the Protection of Children (BCPC) reports ➤ Plans, programs and initiatives at different LGU levels in selected areas
8. <i>At the end of the Project, children at risk and in the worst forms of child labor will have access to primary, vocational or non-formal education, including alternative and flexible learning systems</i>	<ul style="list-style-type: none"> ➤ Number of withdrawn children provided appropriate recovery, healing, and rehabilitation services and reintegrated to their families/communities ➤ Enrolment/ attendance rates for targeted children (broken down by area, gender, type of education and age groups) ➤ Percentage of children targeted who are promoted to the next level at the end of each school year ➤ Dropout rates for targeted children (broken down by area, gender, type of education and age groups) ➤ Number of partners engaged in providing support to the educational needs of child laborers at the community level 	<ul style="list-style-type: none"> ➤ Community-based monitoring, child labor masterlist ➤ Selected schools and training center records ➤ Selected schools and training center records ➤ Selected schools and training center records ➤ Partners' reports
9. <i>At the end of the Project, all major local-level actors and institutions have become aware of the problem of the worst forms of child labor and are mobilized in the battle against it</i>	<ul style="list-style-type: none"> ➤ Changes in knowledge, attitudes and behavior towards child labor among the population in the targeted areas ➤ Number of initiatives against child labor promoted by partners and civil society groups without the support of the Project at the local level in targeted districts 	<ul style="list-style-type: none"> ➤ Knowledge, Attitude and Behavior Survey (pre-project and post-project) ➤ Partners' reports

4.4 Assumptions

The Project integrates policies and interventions at different levels, involving a range of actors from government, employers, workers, NGOs, media officials, communities, parents and working children to international organizations and the private sector. This requires close coordination and cooperation, and it is assumed that the partners of the Project have the political will to do so and will prioritize the thrusts of the Project.

Macroeconomic situations, population dynamics and migration as well as natural phenomena and poverty-related factors might also influence the nature and magnitude of the child labor situation in the Philippines, which is why the evolution of these parameters will be followed closely to foresee possible problems.

The goal of reducing the worst forms of child labor by 75 percent in 2015 is closely linked to the two overall national development goals of eradicating poverty and achieving universal primary education. It is assumed that the key national development plans that are being implemented in order to achieve the national development goals will be successful in targeting the underlying causes of child labor and that they will contribute to the reduction of child labour.

It is in turn assumed that the companion Education Initiative and other support programs - including the 'Poverty-Free Zones (PFZ)' and 'Education for All (EFA)' as well as programs in education and poverty alleviation funded by the Asian Development Bank, UNICEF, the World Bank and other international agencies (See Table 6 and Section 7.3) - will contribute to achieving the goals of the Time-Bound Program.

Table 10: Assumptions	
1	The elimination of the worst forms of child labor remains a national priority
2	Partners are committed to implement the Project
3	There will be improvements in the macro parameters such as economic growth and poverty levels that will be favorable to the achievement of the overall objective of reducing child labor incidence in the medium-term
5	Existing programs, structures, institutions dealing with child labor can be tapped, and linked to the interventions of the Project, e.g. the child labor program of the DOLE, non-formal and special education courses of the Department of Education, vocational training courses of TESDA, the sugar amelioration program, STD-HIV projects of OSHC and DOH, etc.
6	Continued political will of relevant Government structures to combat child labor
7	The USDOL Education Initiative will cooperate with and support the Project

Chapter 5 Institutional Framework and Management Structure

5.1 Institutional framework

The National Child Labor Committee (NCLC), which was created in 1991 to coordinate anti-child labor-related activities in the Philippines, shall be responsible for the overall guidance on the priorities of the Project and its implementation. The NCLC is composed of high-level representatives of national agencies and organizations, with the Department of Labor and Employment (DOLE) as the lead agency. The NCLC currently oversees the implementation of the National Program Against Child Labor (NPACL), and is providing overall program direction, formulating policies and guidelines, and expanding collaborative activities under the program.

The NCLC members include: DOLE's Bureau of Women and Young Workers (BWYW), Bureau of Working Conditions (BWC), Institute for Labor Studies (ILS), and OSH; DSWD, Department of Justice (DOJ), Department of Interior and Local Government (DILG), DOH, Department of Education, (BNFE and BEE); NEDA, Philippine Information Agency (PIA); Council for the Welfare of Children (CWC); NSO; ECOP; Labor Advisory Consultative Council (LACC); TUCP; and the National Council of Social Development. Representatives of ILO-IPEC and UNICEF sit as ex-officio members, and the DOLE Undersecretary for Workers Protection and Welfare is the Chairperson. Official representatives from the government agencies are at least director level.

Under the NCLC, the Technical Working Group (TWG) serves as the focal point for technical coordination. The TWG makes recommendations to the NCLC that will ensure the success of program implementation, and it extends technical assistance and supervision to regional and field activities. The TWG is composed of members of the NCLC and is chaired by the Director of the BWYW. The TWG shall establish five sub-groups to handle: (i) research, (ii) law and policy, (iii) capacity building, (iv) education and (v) economic opportunities and social protection.

The BWYW serves as the overall NPACL Management Team and provides secretariat support to the NCLC and the TWG. It also provides technical assistance to program implementers, and plays an important role in coordinating, monitoring and evaluating child labor program activities.

Similarly, the Convention 182 National Implementation Team, which is composed of selected NCLC members, and which was formed to spearhead the preparatory activities for the formulation of the Project, will monitor the planning, implementation and evaluation activities under this Project.

The Philippines is currently composed of 16 regions. A region comprises several provinces, which are composed of municipalities. At the regional level, Regional Child Labor Committees (RCLCs) will coordinate action against child labor with the respective Regional Development Councils (RDCs) and the local government units (LGU). The RCLC will thus establish close linkages with the RDCs and LGUs for a smooth implementation of the Project as well as for ensuring that child labor concerns are mainstreamed into regional, provincial

and municipal development plans and programs and that the priority national goal is reflected in local development budgets and resource allocation.

The Regional Development Councils are composed of governors of provinces in the region, the directors of the regional offices of government departments and representatives of the private sector. It is the highest governing body at the regional level, responsible for the formulation and implementation of the Regional Development Plans (RDPs), which feed into and complement the Philippine Development Plan.

As appropriate, Provincial and Municipal Child Labor Committees (PCLCs, MCLCs) shall be created and/or strengthened. The PCLCs/MCLCs will be co-chaired by the Department of Labor and Employment Regional Director and the Governor/Mayor.

5.2 Management and coordination

A Project Team will be appointed and will be responsible for the implementation of the Project. The team consists of one Chief Technical Adviser, one Senior National Program Officer and two national program officers as well as one administrative assistant-cum-secretary, one finance assistant and a driver.

The Chief Technical Adviser (CTA) will be responsible for the overall operational management of the Project, for reporting according to ILO and donor requirements and for coordinating with all other relevant ILO and IPEC projects. He/she will serve as team leader and supervise the work of the Project Team. He/she will prepare quarterly technical progress reports to be submitted to the donor through standard ILO channels.

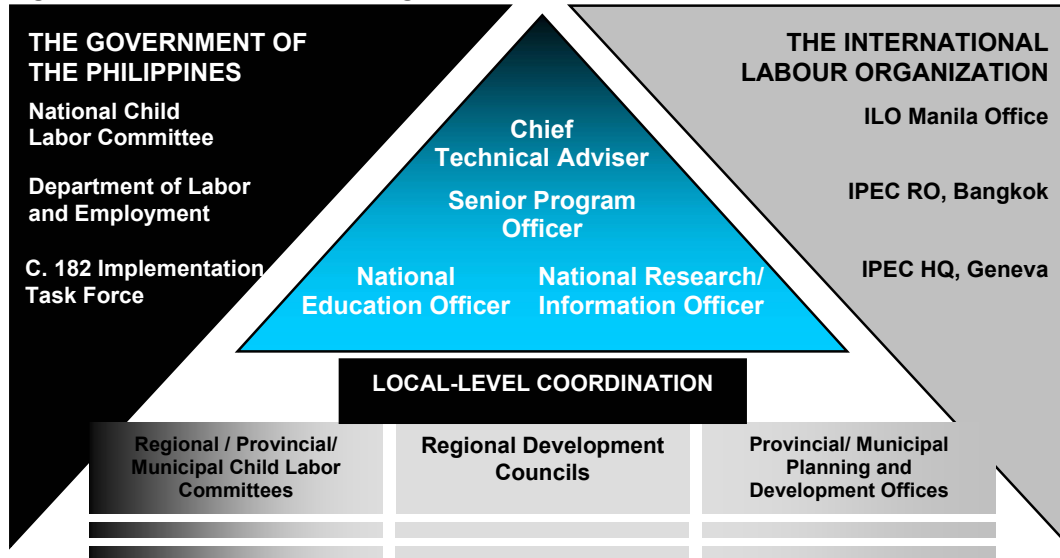
The CTA will form part of the SEAPAT Multidisciplinary Team (MDT). It is expected that through interaction with colleagues other countries covered by the MDT will to a certain degree also benefit from the experience generated on the implementation of Time-Bound Programs. On the other hand, the Project will also benefit directly from related in-house expertise in the MDT. The CTA will report to the Director of the ILO Manila Office for overall guidance. The IPEC Regional Office in Bangkok and IPEC Headquarters in Geneva will provide overall technical support.

One Senior National Program Officer will assist the CTA in project planning, management, and implementation. He/she will be the liaison with the Philippine government and the National Child Labor Committee. Two National Program Officers – one for education and social mobilization and one for research, information and advocacy – will provide technical assistance to the implementing agencies, particularly in program design, delivery and monitoring. The Project staff will undertake regular field visits to project locations in order to assess progress made, identify implementation problems, and to take corrective measures. National consultants will be recruited on an ad-hoc basis to provide specific technical inputs required.

During the first 3 years of the Project, four Field Officers shall be recruited to assist the local government units, particularly the provincial/municipal planning and development offices (PDOs), in strengthening their capacity to coordinate and monitor the action programs that will be implemented in their respective provinces/municipalities. They will also ensure that there are appropriate PCLCs/MCLCs established and that these are adequately supported by the PDOs. The field officers/monitors shall be distributed across the target areas of the

Project: one for Camarines Norte and Bulacan, one for Iloilo and Negros Occidental, one for Negros Oriental and Cebu, one for Davao. The national staff based in Manila will be covering the National Capital Region. The field officers will be based most of the time in their respective areas of coverage, particularly with the local planning and development offices of the targeted provinces/municipalities. They will report regularly to the National Office for administrative and technical advise. By the end of the 3-year period, they will have been instrumental in establishing sustainable structures and will have identified and trained persons from relevant local level institutions that may take over the responsibilities of the field officers themselves.

Figure 5: Institutional and Management Structure



5.3 External support and linkages

The Project will receive extensive technical support from IPEC Headquarters in Geneva, the IPEC Regional Office in Bangkok and the ILO Manila-SEAPAT's Multidisciplinary Team specialists. The Regional Adviser will provide overall technical guidance to all components of the Project as well as ensuring that the Project meets all IPEC technical and administrative requirements.

The sub-regional SIMPOC baseline specialist will backstop the data and information elements of the project, and the sub-regional Design, Monitoring and Evaluation officer will further provide technical and methodological support in planning, monitoring and evaluation of the Project. An important role for the DED officer will be to ensure that the monitoring structures that have been successfully established in previous IPEC projects for each of the six priority target groups will be sustained and expanded to cover the needs of the Project.

The Project will establish linkages with other ILO programs in the Philippines in order to build synergies and economies of scale under the overall Decent Work framework that has been developed by the ILO in consultation with its tripartite constituents. Similarly, it will build strong working relationships with departments in ILO Headquarters, and the Project staff will coordinate all Project activities with other donors to mobilize additional resources for the elimination of the worst forms of child labor in the Philippines.

In particular, the Senior Programme Officer of the Project will devote 4-5 days per month to support the implementation of the USDOL-funded drug trafficking project, which will commence in October 2002 and run for 18 months.

For the duration of the IPEC country programme and until the completion of outstanding action programs expected by end of 2002, the country programme staff shall also be involved in the TBP Project. Upon creation of the Project team, it will also support and coordinate the remaining activities of the footwear and mining projects which will be completed by December 2002 and May 2003, respectively. The Project team will also oversee the one remaining action program on child domestic workers funded by the Government of Netherlands that will run through 2003. The CTA and the Senior Program Officer, in particular, will be devoting approximately 2 days and 3 days per month, respectively, for these remaining projects/action programs. The Project team shall ensure that the target populations of the remaining projects/action programs and those of the TBP are not duplicative.

It is also assumed that there will be close coordination with the US Department of Labor-funded Education Initiative, and that there will be a frequent exchange of information, experience and of challenges faced between managers and staff of the two components of the Project. It is in turn assumed that the Project has the flexibility required to redirect targeted interventions if future research or the advent of new donor programs suggests lesser or higher involvement in certain areas and/or sectors.

Chapter 6 Planning, Monitoring and Evaluation

Program monitoring and evaluation is not only a critical part of establishing an enhanced knowledge base on the worst forms of child labor and of designing or fine-tuning improved strategies and interventions to combat the problem. Monitoring and evaluation is also an important tool when planning and implementing the overall National Program Against Child Labor, and the monitoring and evaluation system of the Project has therefore been designed to feed into the NPACL as well.

In recognition of the two important principles of building strategic partnerships and securing transparency, the ILO-IPEC will invite and actively engage all key stakeholders, including the US Department of Labor, throughout the planning, monitoring and evaluation process and in all major events related to the Project.

The tracking component of the Project will include mechanisms for identifying and tracking beneficiaries to ensure that the necessary follow-up action can be taken in a timely manner for each individual case. This will use the experience from the beneficiary-tracking element of the monitoring structures that it has successfully established as part of its past projects in each of the six priority sectors.

6.1 Planning

- A planning meeting with all partner agencies will be organized at the beginning of the Project. During this meeting, the SPIF process will be used to review the National Program Against Child Labor (SPIF Area of Impact Framework) and the Project (SPIF Program Framework)
- Regular review meetings will be organized with all key stakeholders of the Project in order to appraise progress, review obstacles and define strategies for improvement.
- An annual work plan, which covers dates and deadlines for when action programs and individual program components have to be developed and implemented, will be prepared within one month of the start of the Project. A Project Monitoring Plan with revised indicators and targets will be prepared and submitted as well, and provided to the donor.
- Similarly, and in close consultation with the target groups of the Project, the implementing agencies of the Project will prepare specific work plans and detailed budgets as part of the preparation of Action Programme Summary Outlines.
- The annual work plan will in turn be refined and revised as part of the progress reporting procedures and as identified implementing agencies submit their Action Programme Summary Outlines and annual action programme work plans.
- In consultation with IPEC Headquarters and the ILO Area Office Director, the Chief Technical Advisor of the Project may approve minor revisions of partner agencies' work plans and budget line allocations.
- In case there is a need to make large-scale program changes, such revisions will follow standard ILO procedures, and will proceed in consultation with the donor.
- Copies of the annual work plans and of Action Programme Summary Outlines above US\$100,000 will be submitted to the US Department of Labor as part of the quarterly progress reporting process.

6.2 Program monitoring

The monitoring system of the Project will be designed to provide continuous and reliable data and produce verifiable information on the progress of the Project as a whole as well as the progress made in eliminating the worst forms of child labor. It will contribute to the management of the Project, and it will allow for corrective measure to be taken in due time. It will serve multiple partners at various levels of program implementation, and it will serve as an important tool for strengthening the strategic platforms of partnerships on which the Project has been built.

The monitoring system will cover the following key areas of Project implementation and its impact and effectiveness: (i) deployment of human resources relative to Project activities, (ii) allocation of financial resources relative to Project objectives, (iii) institutional partnerships and networking, including the performance of partner organizations in combating child labor, as well as (iv) effectiveness and quality of service delivery for the direct beneficiaries of the Project.

A Project monitoring plan will be prepared and submitted to the US Department of Labor and other key stakeholders upon launching the Project. On the basis of regular program monitoring and progress reports submitted by the implementing agencies, the ILO-IPEC will report to the US Department of Labor on progress achieved, problems faced and proposed corrective action. **The progress reporting will consist of Technical Progress Reports in March and September and two Status Reports in June and December.** This will include reporting on the key indicators that will be developed in the Project monitoring plan, but it will also depend on the frequency and availability of updated information. The reporting will follow the quarterly schedule and format agreed upon by the US Department of Labor and ILO-IPEC, and will be supplemented by detailed financial reports on a bi-annual basis.

6.3 Impact monitoring

The Project will take special measures to monitor the effects and impact of the Project in eliminating the worst forms of child labor in the Philippines. In an attempt to measure changes in the situation over time and across target provinces, as well as local perceptions of Project interventions, impact-monitoring measures will include:

- Baseline surveys for obtaining information on the six selected worst forms of child labor in the eight target provinces, including baselines on attitudes to measure awareness raising efficiency;
- Impact monitoring data base with information on the main characteristics of child laborers and children at risk (living standards, education, health, working conditions, etc);

BOX 4: Action Programme Monitoring

- Progress and financial reports as well as expenditure forecasts will be prepared by the implementing agencies on a four-monthly basis.
- Program monitoring and self-evaluations (mid-term and final) will be carried out for each action programme by the implementing agencies according to ILO-IPEC procedures.
- ILO-IPEC staff will undertake field missions to project sites, including action programme sites, to monitor program implementation.
- Special attention will be given to the impact of specific interventions and services on the children targeted by the program.
- Independent evaluations of specific action programmes can be carried out after mutual agreement and with the provision of additional funds required for this.

- Selection of key outcomes in the National Program Against Child Labor (SPIF Area of Impact Framework) for regular monitoring to show the evolution of the SPIF model and theory of change established in the SPIF
- Establishment of key indicators that are detailed, quantifiable, gender sensitive, results-oriented and verifiable, including indicators for capturing such undesirable changes as displacement effects or insufficient targeting mechanisms;
- Integration of child labor-related indicators in the poverty monitoring system to be developed and implemented by the government throughout the country;
- Support to existing SBM-QATs for detecting, monitoring and rescuing children in the worst forms of child labor;
- Mobilization of communities to monitor the incidence of child labor and abuse against children as part of the establishment of community-based monitoring; and
- Mechanisms for sharing and disseminating impact monitoring with target groups, IPEC partners, international donor agencies, the ILO Constituents and the National Child Labor Committee

6.4 Evaluation

Evaluation is a key tool for analyzing the overall effects of the various program components and activities that the Project will implement in the process of eliminating the worst forms of child labor. The specific evaluation activities include:

- An annual self-evaluation report on the Project will be prepared in accordance with ILO procedures
- A mid-term evaluation will be carried out at the most appropriate time and as agreed upon by the US Department of Labor and the ILO-IPEC
- A final independent evaluation will be undertaken towards the end of Project implementation
- Both the mid-term and final evaluation will look at information and findings of impact monitoring and assessment initiatives. The impact monitoring study (repeat baseline study) towards the end of the Project will be timed to coincide with the evaluations
- Ex-post evaluations and tracer studies on a sample of the populations targeted by the Project will be considered if resources are available and a suitable framework can be found in order to assess the longer-term impact of the Project

BOX 5: Audit

The US Department of Labor reserves the right to request that the ILO's external auditor undertake a financial audit of the Project. In the eventuality that such an audit is requested, the US Department of Labor and the ILO will agree upon additional terms of reference and additional funds will be set aside to meet the costs of the audit.

As per standard ILO procedures, the implementing agencies will arrange for an audit of individual action programmes. Such audits are to be conducted by an external auditor recognized by the Commission on Audit of the Philippines.

The nature of and indicators for these evaluations (purpose, timing, issues to be addressed, approach and methodology, etc) will be decided upon in consultation with the US Department of Labor and other key stakeholders of the Project. The evaluation function of the ILO-IPEC will manage these evaluations. Copies of all evaluations undertaken will be sent to the US Department of Labor, who will also be invited to participate in these evaluations and to comment on draft terms of reference.

Chapter 7 Project Implementation

U. S. Deputy Undersecretary of Labor Thomas B. Moorhead led the signing of a Letter of Intent that was signed between the donor and the government of the Philippines during the launching of the Philippine Time-Bound Program on 28 June 2002.

The resolve of the Philippine Government to eliminate child labor was recently amplified by the signing of President Gloria Arroyo of Memorandum Order No. 71 on 2 September 2002, directing the Labor Secretary to take immediate and effective measures to ensure the prohibition and elimination of the worst forms of child labor through the Philippine Time-Bound Program and other initiatives pursuant to the spirit of ILO Convention No. 182.

With the expressed commitment of the Philippine Government and the approval of the National Child Labor Committee of the Project's objectives, strategies and targets, the implementation of the Project will commence as soon as the present project document is approved and resources are made available. A presentation before the National Child Labor Committee of the final donor-approved document is anticipated by the members of the committee, particularly on the line-up of activities for the initial implementation of the Project.

The launching ceremony was an important step towards an early start and a swift implementation of the Project. Upon signing the Letter of Intent, ILO-IPEC initiated the process of deciding on a specific management structure of the Project, so that the recruitment of key personnel can commence soon after the US Department of Labor's final approval of the project document. In a similar vein, the ILO Office has already started its search for additional office space and the office equipment needed to accommodate for the new Project Team.

For the first year of Project operations, the priority focus will be to establish management structures, a new knowledge base and the technical capacity required to situate and run a program as complex and as big as the Project. ILO-IPEC will thus initiate baseline research and policy analyses; it will review and improve its capacity in key technical intervention areas such as the provision of education and the economic empowerment of families; and it will strive to establish new anti-child labor networks and re-enact existing institutional structures against the worst forms of child labor in the Philippines, particularly at the provincial / municipal levels. In areas covered by the mining and fishing projects, however, it is expected that the Project can commence with direct action in as much as established databases and institutional networks can already be tapped.

The major focus areas throughout the implementation of the four-year Project will be to provide quality assistance and meaningful alternatives to the direct target groups, i.e. to child laborers, children at risk to child labor and their families. In order to avoid that momentum is lost in the battle against the worst forms of child labor, ILO-IPEC has already initiated a process through which employers' organizations and trade unions as well as governmental and non-governmental organizations are currently consolidating and refining their strategies and approaches to eliminating child labor.

Table 10: Implementation Schedule	Year 1				Year 2				Year 3				Year 4			
Programme Outputs	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Coordination, management structure in place																
Knowledge, capacity and coordination mechanisms																
1.1 Enhanced national capacity for gathering reliable, gender sensitive information on child labor																
1.2 Specific studies on the worst forms of child labor made available																
1.3 Enhanced institutional framework to monitor the situation of child labor, to coordinate child labor activities in the country and to mobilize national and international resources for scaling-up the Project ➤ SPIF process implemented																
Legislation and enforcement																
2.1 Increased official and public support for new child labor-related legislation																
2.2 Existing legislation reviewed and legislation proposals developed as necessary																
2.3 Enhanced enforcement capacity developed at the national level																

Table 10: Implementation Schedule	Year 1				Year 2				Year 3				Year 4			
Programme Outputs	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Enhanced poverty, employment, labor and social policies																
3.1 Child labor concerns and priorities mainstreamed into existing and new policy frameworks																
3.2 A revised National Plan Against Child Labor, with clear and gender sensitive targets and strategies for eliminating the worst forms of child labor as a priority, is developed and reviewed by all stakeholders of the Project																
3.3 Proposals developed for the inclusion of child labor as a priority area in the 2005 – 2010 Philippine Dev. Plan as well as in other national and international policies and programs																
Education and training																
4.1 Child labor concerns and priorities, including those of the girl child, are mainstreamed into education policies and programs																
4.2 Flexible, quality, and gender sensitive curricula that are responsive to the needs of working children developed																
4.3 Improved capacity of teachers and local education authorities to deliver quality education to former child laborers or children at risk																
4.4 Linkages between the primary education system, non-formal education and vocational training programs																

Table 10: Implementation Schedule	Year 1				Year 2				Year 3				Year 4			
Programme Outputs	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Awareness raising and national alliances against child labor																
5.1 National authorities, workers, employers, media and other stakeholders have been made aware of the problem of CL and its negative consequences																
5.2 National authorities, workers, employers, media officials and other stakeholders mobilized for joint and separate advocacy and action against the worst forms of child labor																
Local capacity and knowledge to identify and monitor child labor																
6.1 Baseline information and local data base on the worst forms of child labor established in each target province ➤ Target groups finalized through baseline studies ➤ Baseline maintained and updated for monitoring and assessment																
6.2 Improved local capacity to plan, develop and implement gender mainstreamed interventions and services targeted at child laborers and their families																
6.3 Local capacity for surveillance and withdrawal of children improved																
6.4 Enhanced capacity in relevant local institutions for enforcing existing and newly developed legislation and regulations																

Table 10: Implementation Schedule	Year 1				Year 2				Year 3				Year 4			
Programme Outputs	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
6.5 Improved registration and monitoring of child labor at workplaces																
Economic empowerment of families exposed to the worst forms of child labor																
7.1 Child labor concerns and priorities are incorporated into local development plans and programs of targeted provinces and municipalities																
7.2 Communities and families in poor sending areas provided with opportunities for employment generation and productivity enhancement																
7.3 Communities and families affected by child labor have better access to social protection schemes and local safety nets																
7.4 Improved working conditions in work areas for adolescents and adults, considering the special situation of girls and women in targeted sectors																

Table 10: Implementation Schedule	Year 1				Year 2				Year 3				Year 4			
Programme Outputs	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
Education and training																
8.1 Measures to facilitate access to education of 23,000 children are made available																
8.2 Communities and families mobilized to promote school enrolment																
8.3 Transitional education provided to 12,500 children rescued from the worst forms of child labor																
8.4 Vocational training made available to 2,000 children and youth																
Local advocacy and social mobilization																
9.1 Authorities at the provincial and municipality levels, workers, employers, media officials, community-based organizations and families are informed on the problem of the worst forms of child labor																
9.2 All relevant stakeholders participate in the Project and their advocacy activities are supported																

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